RECREATION

Planning Recreation

A Manual of Principles and Practices

RECREATION
Age group growth, 1976 to 1991
0-19 years -9%
20-39 +3%
40-64 +27%
65 plus +37%
67430.+
34812.+
102242.T
2877.+
22929.+
40788.+
153530.T
102242.-
153530.+
51288.T

Ontario
Ministry of
Tourism
and
Recreation
Province of Ontario
Queen's Park
Toronto, Canada
M7A 2R9
John Eakins
Minister
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Deputy Minister

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Five regional workshops were organized where 46 participants contributed to the discussion. Personal interviews were arranged with 15 of them. Those whose names are marked with an asterisk (*) were invited to participate in a one-day workshop held in Toronto.

1. Ministry of Tourism and Recreation Staff

*Charles Bouskill, Toronto
Ken Carter, Waterloo
Doug Clarke, Thunder Bay
Brian Collins, Thunder Bay
*Fred Gibbons, North Bay
John Hatton, Thunder Bay
Terry Johnston, Toronto
Bjorn Nielson, Peterborough
Dick O'Connor, Hamilton
Tom Rankin, London
*Don Reid, London
*John Shipman, Toronto
Ken Ward, North Bay
Gordon Wells, Ottawa
*Lorne Williams, Belleville
Ray Wittenberg, Toronto

2. Ministry of Housing and Municipal Affairs

Keith Bain, Toronto
Howard Barton, Toronto
Phyllis Miller, Toronto

3. Parks and Recreation Federation of Ontario

*Jack Ellis, Toronto
*Don Gordon, Brampton
*Hans Loewig, Brantford
*Dean McCubbin, North Bay
*Brian Wrigglesworth, Newmarket

4. Recreation Educators

*Bob Ballantyne, Conestoga College
Dick Butler, University of Western Ontario
Bob Davidson, Humber College
George Follis, Canadore College
Sandy Foster, Centennial College
Peter Gallagher, Confederation College
Tom Goodale, University of Ottawa
*Bill Hare, Seneca College
Marlene Lindsay, Confederation College
Gary Lumsden, Candore College
David Ng, University of Waterloo
Gratton Sheeley, Algonquin College
Aidan Spiller, Fanshawe College
Lawrence Standbridge, Mohawk College
Lisle Thomson, Lakehead University
John Yardley, Brock University

5. Recreation Planners

*John Day, Mississauga
*Don Pettit, Ottawa
*Bill Thompson, Region of Waterloo
*Jack Wright, University of Ottawa
*Frank Watty, Region of Waterloo

6. Municipal Recreation Practitioners

Ian Angus, Thunder Bay
Clifford Belch, Belleville
*Jim Boduck, Toronto
Harold Brain, Sault Ste. Marie
*Laurie Branch, Burlington
Tony Brenner, Sarnia
Marie-Anne Brochner, Sturgeon Falls
*Tony Dojcak, Burlington
*Bruce Fleury, Scarborough
*Gord Hutchinson, North York
*Fred Graham, Kitchener
Brad Loosley, Petrolia
*Roy Male, Burlington
*Al Nicholson, North York
Charles Pell, Oshawa
*Herb Perk, Toronto
Bryan Peter, Seaforth
Keven Ready, Peterborough
Tom Riley, Etobicoke
Audel Schimmel, Hamilton
*Murray Shave, North Bay
Wayne Taylor, Cambridge
Ian Thomson, York
Don Wadlow, East York
Glen Walsh, Ottawa
Tim West, Parry Sound

7. Private Planning Consultants

*Robert Lockhart, Ennismore
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Section I

INTRODUCTION

PURPOSE OF THE MANUAL

This manual was prepared by Lloyd Minshal under contract to the Ontario Ministry of Tourism and Recreation for the recreation professional involved in planning and developing the recreation system. Much of the material contained here is taken from recent studies or reports. This information, carefully applied, will help the recreationist adapt to shifting interests and trends applicable to the development of the recreation service.

The material is organized in four sections, and also includes a bibliography plus an appendix. The total text is a basic planning reference and can be used section by section, or as a whole, depending on the situation faced by the professional. The planning process is outlined and examples of the planning done by 20 Ontario municipalities are also presented (see appendix). The report presents other sources of information in a bibliography, and defines terms commonly used in the glossary of terms. The introductory section gives an historical perspective to planning, defines planning and identifies some specific types of planning. There are frequent references to Ministry resources which are available through the field offices.

Five phrases, all having a broad connotation, are used throughout the text.

- A recreation activity may be physical, educational, social or cultural in nature.
- A recreation system is all those resources, both human and physical, that are combined in a coherent pattern and organized in such a manner to be useable by all segments of the public to satisfy their individual and collective leisure needs.
- A recreation authority may be a committee, board, commission or authority given responsibility for services by some level of government.
- A public recreation includes all types of facilities, programs or services that are tax supported by local (municipal), county, regional or provincial levels of government.

- A community recreation is made up of all types of recreation activities or facilities that are provided by neighbourhood groups, community associations or agencies, and insitutions; it also includes those organized or owned by private clubs, commercial agents or industrial firms.

The manual is not intended to make expert planners out of recreationists. It will, however, be useful to all who plan, including the professional's partner - the volunteer.

Planning public recreation is the concern of government at the local, township, county, regional and provincial levels. It must also become the concern of citizens. Hopefully, the use of this manual will help to encourage participation.

HISTORICAL BACKGROUND

Traditionally, formal recreation planning has been concerned with facilities development. This manual replaces one distributed by the Ministry of Culture and Recreation in 1976 entitled **Guidelines For Developing Public Recreation Standards.** That same year the Ministry of Housing published: **Planning For Urban Recreational Open Space: Towards Community Specific Standards** prepared by J. R. Wright, W. M. Braithwaite, and R. R. Foster. The Canadian Parks and Recreation Association, in co-operation with the federal Ministry of State for Urban Affairs, completed a study and published a report in 1977 entitled **Guidelines For Urban Open Space Planning.** The research team for this study included Thomas L. Burton, Jack Ellis and Peter Homenuck. These three texts are useful references for recreation practitioners. The last two seriously question the use of general facility standards that have been widely adopted and applied since the turn of the century.

These general facility standards provide -

- Little or no rationale for their use other than they represent observation, discussion and practice.
- Too little emphasis on the fact that general standards are guidelines only and must be adapted for each municipality.
- Little indication that other approaches can be used.

THE QUALITATIVE ASPECTS OF RECREATION PLANNING ARE JUST AS IMPORTANT AS THE QUANTITATIVE ONES.

In 1977 the British Columbia Ministry of Recreation and Conservation published a paper **Towards Assessing Community Recreation Facility Need: a Review and Assessment.** It clearly indicates there are other approaches to planning than to simply apply general standards. However, much more research is needed before most of these new approaches can be applied with confidence.

The manual you are now reading recommends the continued use of standards, but community-specific standards, the approach described by J. R. Wright in the text **Planning for Urban Recreational Open Space.**

Three other recent studies should be included in this historical review.

In the late 70s and early 80s (1978-1981) the Ministry of Culture and Recreation, in co-operation with the Recreology Department of the University of Ottawa, carried out a national study of problems in municipal recreation which resulted in the report **Survey of Recreation Problems.** This research indicated that 10.7 percent of all difficulties identified by Canadian municipal practitioners fall into the planning category. It clearly showed that recreationists must improve the skills needed to work with people, to set goals and put them into operation, and to communicate with others (all skills that are absolutely essential for planning).

In 1982, the Ministry of Tourism and Recreation published **An Examination of the Provision of Public Recreation and Culture Facilities in the Southwest Region of Ontario.** This study examined the distribution of 18 common recreation facilities in the region. The information collected was coded and analyzed by computer. The report clearly indicates the value of such data for planning beyond the county level.

The third, and last study referred to, was completed by Paul Wilkinson (York University) in 1983. An unpublished report is available for reference purposes entitled: **Comprehensive Recreation Plans in Ontario.** At the time Professor Wilkinson's study began (February, 1983) 22 municipalities had completed such a plan, 36 were in progress and nine were being considered.

This manual, while embracing the community-specific standards approach provided by J. R. Wright, also puts forward the notion that the development of goals, objectives, etc., should be approached from a variety of points of view - hence the movement away from a pure facility standards manual, to a more integrated process oriented document. This integrated process oriented approach will encourage -

- Consideration of local issues, concerns and trends.
- Adherence to goals and objectives established by the municipality.
- Analysis of local data, including inventories, population trends and economic capabilities.
- Study of such factors as site location and carrying capacity, bio-physical qualities, community interest and needs, group or agency co-operation.
- The evolution of planning within the municipality.

Recreation planning has made significant progress in Ontario during the last decade. It is hoped that the introduction of this manual will assist the evolution further.

THE CHALLENGE TODAY

Planning in the early and mid-1970s reflected prosperity. Growth seemed to continue as if resources were infinite. This is no longer the case. Government spending is under constraint.

When the standards manual was published in 1976, relatively few municipalities had contemplated a master plan for recreation. One of the concerns frequently expressed then (especially by those in municipalities with fewer than 50,000 people) was the lack of technical expertise. For example, little consideration was given then to the use of land needed for storm water management for recreation. Few were acquiring easements through long-term agreements or closing streets for malls. Little thought was given to the development of so-called "waste" land. These and many more sophisticated issues have emerged which now call for a planned approach to service provision. The challenge today is to do more with less. To accomplish this, the misunderstanding and misapprehension associated with planning must be completely dispelled.

Multi-purpose community facilities that respond well to change are being seriously considered again. Facilities that are privately owned but can be opened for public use are being included in municipal inventories. Renovation is a plausible alternative to creating something new. A municipal role that facilitates community recreation is now more acceptable. Interest in citizen participation is increasing. A co-operative approach to service development is now very appropriate.

Don Reid, in a paper given at the 1984 ORS research symposium, states that practitioners should improve their ability to assess need and economic feasibility. Determining the feasibility for developing or building facilities or for operating a program of activities depends on being able to assess community need and balance that against economic capabilities. The basic question must be answered: when does satisfying human need give way to the harsh reality of financial feasibility? Up to now, research indicates that demand and a uniformly-applied set of standards have been used at the expense of consideration for physical and social factors, supply and participation levels.

Jack Wright, in the report **Planning For Urban Recreational Open Space,** indicates assumptions have been made about the desires of a "typical" population with little regard for individual differences. What is called demand is nothing more than consumption.

> Surely a methodology which mistakes consumption for demand will only indicate a need for more of the same. If this is the case, recreation opportunities that are currently unavailable will never be taken into consideration.
>
> It is not possible to arrive at one uniform standard that will serve all communities. Why? Because of the diversity of people, natural landscapes, housing types, ethnic backgrounds, historic and cultural features, financial resources.
>
> What is needed today is the development of a comprehensive planned approach to the provision of the recreation services.
>
> The success of municipal planning for recreation depends, largely, on the manner in which citizens are allowed to participate in the process. For this reason, greater emphasis must be placed on citizen involvement and a comprehensive community wide approach rather than a department-specific approach to planning.

> Once a plan of action has been selected and the recommendations prepared to guide this action, the task is not finished. The plan must not be placed on a shelf until the next review is needed. It must be a living document. A recreation plan is a management "tool" to be used daily.

PLANNING DEFINED

Planning is a complex word, not easily defined. for some practitioners the term is greatly misunderstood. They are so anxious to get to the action that planning is largely ignored.

Don Pettit, a planner with the National Capital Commission in Ottawa, recalls this response to a question posed to one of his commissioners -

- Planning is a state of mind.

Ted Storey of the University of Ottawa, in a ministry monograph entitled **Goals and Objectives,** links planning to management.

> Planning is the process of deciding where you want to go and how you are going to get there; managing is the process of getting there; getting the right things done through the effective use of human, fiscal and material resources.

Jack Wright at the University of Ottawa in an interview, stated -

> Planning is a dynamic process, involving several steps over time, to reach goals that have been agreed upon.

Jack Ellis in **Guidelines For Urban Space Planning** defines planning as follows.

> Planning is a process, not an activity. Using the process, man deliberately sets out to modify and control his environment in pursuit of multiple and diverse goals. It is a process which links goals, objectives, data collection and analysis to actions, in a dynamic, evolutionary fashion.

This manual offers the following relatively simple definition for planning. It links together the various components of the process.

Planning is a dynamic cyclical process that allows interaction between the people who are involved and their resources. Those participating are able to determine, implement and evaluate a course of action that is designed to help them achieve desired goals and objectives.

WHAT IS THE PURPOSE OF PLANNING?

The Ministry of Housing manual **Planning For Urban Recreation Open Space,** suggests the purpose for comprehensive planning is to -

- Co-ordinate the use of recreation resources, whatever the source.
- Raise public awareness of the municipal programs, services and facilities provided.
- Identify and define problems, issues and concerns within the existing delivery system.
- Provide a learning and an enriching experience for citizens that will encourage the involvement of volunteers.
- Seek a course of action that is acceptable to the public, the professional (both planner and recreationist) and the local politician.
- Prepare a flexible document that is based on "hard" facts and accepted assumptions (answers to the question "why"), and that addresses stated community needs and interests.

TYPES OF PLANNING

John Friedman, in **Retracking America** describes two different forms of planning: allocative and innovative and defines these two terms as follows.

- Allocative - a basic form of planning concerned with actions that affect the distribution of limited resources among competing users.
- Innovative - a basic form of planning concerned with actions that produce structural changes in the guidance system of society; it is essential to the continued structural growth of a social system and, consequently to development.

Both of Friedman's concepts should be combined in the recreation plan, that is, it should be allocative or concerned with matching available resources with identified needs but it should also be innovative in the sense that it has the potential to break from tradition and provide new insights into future recreation behaviour. Recreation planning can, therefore, be a creative and transforming function in the community.

As well as being allocative and innovative, recreation planning must also be systemic and comprehensive. It should be systemic in the sense that a community recreation system is made up of many parts and has more than a single agency or department. All the service providers, both professional and volunteer, do have an interrelationship that needs to be recognized and integrated when planning. Department-specific plans, while useful for specific department purposes, are not the ultimate in planning activity and should defer to a total community planning process.

Community planning should be comprehensive, that is, it should examine all relevant matters including establishing or reaffirming goals, objectives, and strategies for their accomplishment, as well as, needed resources. The comprehensive plan should also, examine roles and relationships within the total recreation system and not just the "hardware" for producing activities and facilities. Strategies for ongoing and consistent public input to the recreation system is also a subject for consideration in a comprehensive plan. A recreation plan is no longer simply a blueprint for activity and facility development based on a given set of standards. It examines the questions why and who, as well as, what, where, when and how.

As a result of the new role assigned to planning in the recreation practice, planning must be sufficiently flexible to allow for continual reassessment and change. There ceases to be a beginning and an end in the planning process. It is a continuous process of discovery and refinement. Planning in terms of "master plans" or "blueprints", are bound to be shelved and collect dust. Because the physical, social and political environment is in constant change, the plan must also reflect that evolutionary process. The value of planning for recreation purposes is found as much in the process as in the product. The planning exercise keeps people in constant touch with their ever-changing environment.

WHY PREPARE A COMPREHENSIVE PLAN?

Such a plan will provide the following benefits.

- Clarify the purpose and the role of the recreation service providers in the community.
- Evaluate existing resources no matter what their source may be (programs, services and facilities) and co-ordinate their use.
- Review goals, objectives, policies and procedures as they are presently defined by the authority.
- Assess community recreation needs and interests.
- Identify problems, issues and concerns within the existing delivery system.
- Facilitate citizen involvement in the planning process and in making decisions that affect them or the community in which they live.
- Create public awareness of the recreation programs and facilities available.
- Identify resources that are unique (waterfronts, bogs, marshes, scenic drives, historic sites, buildings with heritage value) that should be preserved.
- Show the interrelationship of recreation facilities provided by other levels of government (county, regional or provincial).
- Priorize the order of completing new facilities or renovating old ones, based on the assessment of need and the economic feasibility of such action.
- Provide policies and procedures for acquiring and developing open space and the building, operation and maintenance of recreation structures.
- Recommend action that allows some flexibility and assures continiuty of purpose for planning over a five, ten or fifteen year period.
- Establish a time schedule for reviewing the plan and keeping it current.
- Provide a course of action that is acceptable to the public, the professional (both the planner and the recreationist) and the local politician.
- Produce the base from which long-term budget forecasting, projecting staff requirements and the retirement of capital debt can be planned.

Section II

THE PLANNING PROCESS

The ways in which recreation planning is approached and the techniques used may vary but the process does not. Even though the sequence of the steps taken may be changed, the final result will be about the same. The headings applied to the stages involved may differ but the major components of planning have common acceptance.

FIVE PLANNING STAGES

This manual suggests using the five planning stages outlined below (see also figure 1, page 16).

- Review and study what exists in the environment (social, political, physical, etc.).
- Formulate recreation goals and objectives based on community needs and interests.
- Select a course of action that meets the requirements from a number of possible choices.
- Implement the action selected.
- Evaluate the results of the action taken.

The various steps associated with each planning stage are flexible and may be shifted without materially influencing the results. Several of these steps may be initiated at the same time. These are summarized in the outline provided below.

An even more detailed description of the five stages and the various steps involved in the process is found following this summary under the heading **Preparing a Comprehensive Plan** starting on page 18.

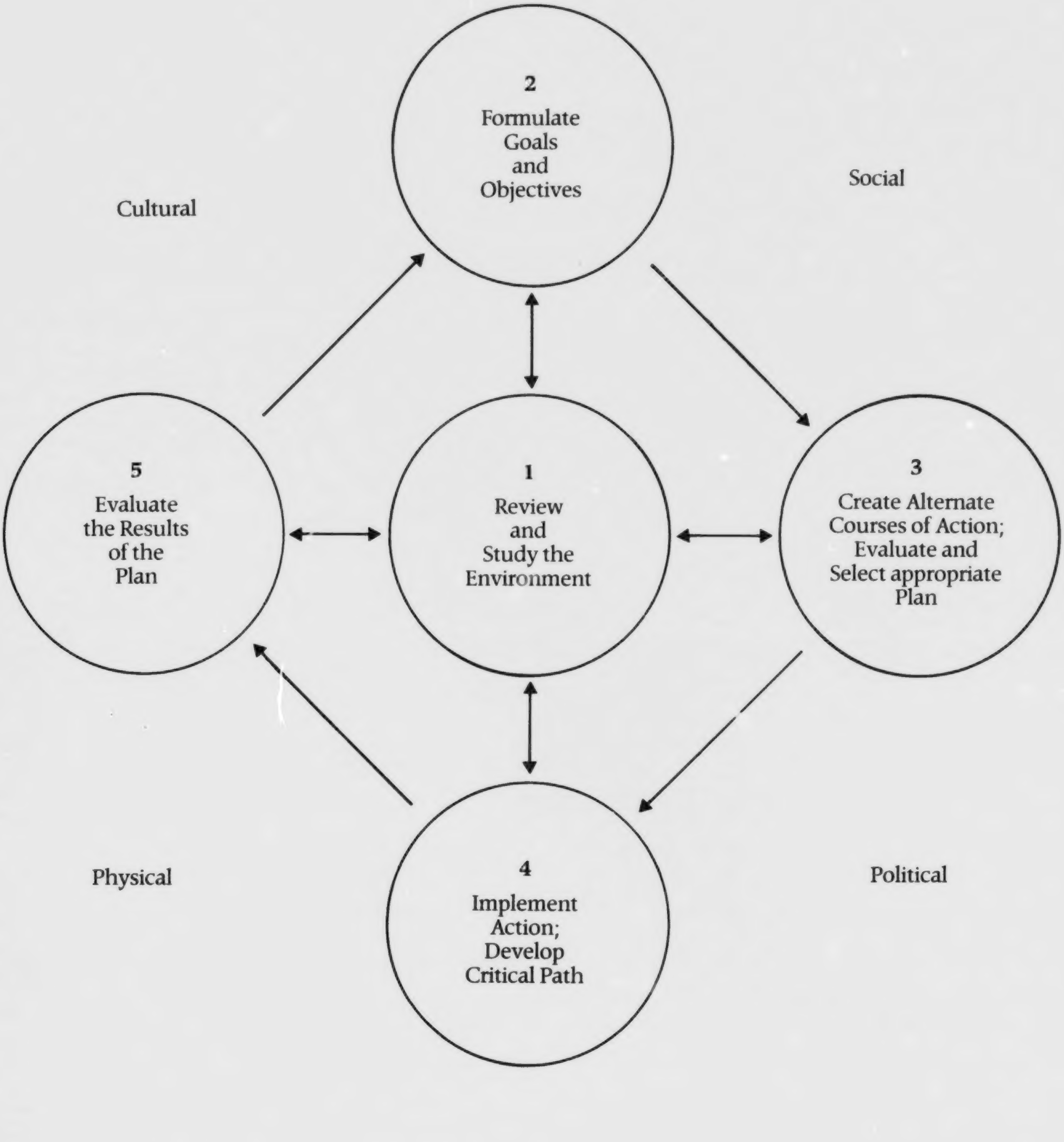
1. Review and Study the Environment

- Receive authorization from council.
- Define the terms of reference which set any limitations.
- Name study committee.
- Consider possible planning schedule.
- Review literature, studies and reports.
- Prepare or update all inventories.

A Process For Recreation Planning

Figure I

The context in which the plan is to be carried out



Cultural
Social
Physical
Political
2
Formulate Goals and Objectives
1
Review and Study the Environment
3
Create Alternate Courses of Action; Evaluate and Select appropriate Plan
4
Implement Action; Develop Critical Path
5
Evaluate the Results of the Plan

- Identify and collect data on problems, issues and concerns.

2. Formulate Goals and Objectives

- Invite citizen participation.
- Survey needs and interests.
- Examine user preferences.
- Evaluate present facilities, programs and services.
- Project trends (social and economic).
- Set goals and objectives.
- Suggest new policies and procedures, as required.

3. Select a Course of Action

- Set community-specific standards.
- Forecast facilities and services needed.
- Priorize facility needs.
- Estimate costs (capital, operational, maintenance, staffing).
- Consider the economic feasibility of the plan.
- Create alternate courses of action.
- Evaluate all courses of action using previously created criteria.
- Select the preferred action.
- Prepare recommendations, including the time schedule to follow.

4. Implement Action

- Seek council approval for plan.
- Approve priorities and recommendations.
- Estimate costs by staged development.
- Arrange financing.

- Name implementation committee.
- Establish strategies for implementation.
- Implement action plan.
- Recruit and train community leaders, as needed.
- Appoint professional staff, as needed.

5. **Evaluate the Results of Action**

    - Name evaluation committee.
    - identify evaluation methods to be used.
    - Co-ordinate the work of all who are involved with evaluation.
    - Measure the success or failure of the plan.
    - Recommend changes that should be made.
    - Repeat the cyclical process of planning.

PREPARING A COMPREHENSIVE RECREATION PLAN

Planning will vary from municipality to municipality, but the following detailed, step by step approach is suggested.

1. **Review and Study the Environment**

    - The need for planning is identified; the planning to take place is recommended by the recreation authority and approved by council.
    - Council appoints a special committee to initiate and direct the planning project or appoints itself to carry out the task.
    - All relevant background information is gathered, reviewed and studied to avoid duplicating work already done (see Table I on page 19). This study should ensure that the intended plan is compatible with other municipal services and the official plan.
    - Terms of reference, including constraints or limitations, are noted; these set the stage for a plan of action that follows.

TABLE I

Sources And Types Of Useful Data

1.	Sources of Information	literature search	Clerk's Office
		previous studies	Ministry Consultant
		household surveys	offical plan
		research projects	other municipalities
		census data	provincial regulations
		policy statements	local by-laws
2.	Social Data	population growth	population profiles
		population density	employment levels
		population trends	community preferences
		cultural factors	neighbourhood structures
		housing patterns	income levels
		community stability	educational levels
3.	Bio-physical	flood plains	woodlots
		bogs	acquifer recharge
		swamps	acquifer discharge
		wilderness areas	unique habitats
		sand dunes	scenic vistas
		ravines	educational sites
		steep slopes	historic sites
4.	Climate and Geology	temperature	soil types
		rainfall	historic geology
		average sunshine	rock formations
5.	Site Location	availability of services	(transportation, hydro, water)
		soil tests (for construction or growth capacity)	
		neighbours (land values, attitudes, other facts, i.e. noise)	
		projected use (level of use, ages, activities)	
6.	Site Quality	carrying capacity	
		capability to sustain a recreation experience	

7. Resource Inventories

   (a) Existing facilities (open space, parkland, buildings, water regardless of ownership) - type, location, ownership, availability, present use, dimensions, parking, state of repair;

   (b) Existing activities - sponsorship, activity, skill level, where held, fees charged, leadership, when started, suitability of location, age group served;

   (c) Existing community groups, organizations, agencies, institutions - name, type of activity, age group served, fees charged, where members meet, mailing address, phone number, present executive leadership available;

   (d) Community leaders (by address and phone number) - group presidents, agency management, institution administrators, activity leaders, activity instructors, adult education teachers.

- The history of recreation planning in the municipality is studied.

- Pertinent municipal policies, procedures, bylaws and provincial regulations are reviewed.

- Shifts, trends, issues and concerns are identified and studied, such as:

  - population shifts (age, density, types of housing);
  - neighbourhood and community designation;
  - present and potential recreation providers;
  - changing institutional or agency structures;
  - increased flexibility in the workplace;
  - energy conservation;
  - improvements in technology and communication;
  - different life styles and ethnic backgrounds;
  - greater emphasis on retraining and continuing education;
  - enforced leisure (i.e. early retirement and unemployed);
  - interest in fitness and participation;
  - popularity of unorganized and unstructured activities;
  - emphasis on team sports and competition;
  - present relationships among agencies in the system are examined.

- Unique geographic features that should be preserved are noted.

- Economic considerations are reviewed, such as:

  - growing, static or shrinking tax base;
  - recession and inflation;
  - capital indebtedness;
  - anticipated increase in operation and maintenance costs.

- Inventories are brought up to date or prepared (see Table I on page 19).

- Similar work done in other municipalities is studied.

- A general time schedule for the total project is suggested.

- Different methods of doing the planning are considered; the one most advantageous to the municipality is recommended.

2. Formulate Goals and Objectives

- Raise community awareness of the planning being done and invite citizen participation.

- Assess community needs and preferences; this can be done different ways but it will involve:

  - evaluating the present delivery system and existing programs and services;
  - discerning needs and preferences that are not being met;
  - examining current social trends that will influence the future of public recreation.

- Evaluate current inventories.

- State the purpose, goals and objectives for the municipal program (see Table II, page 22)
  NB The Provincial Policy Statement would suggest the following purpose, "...The primary role of the municipal recreation program is to facilitate and encourage the delivery of recreation services to the public through the community recreation network...."

- Review existing policies and procedures to accommodate any changes that have been made in the municipal statement of purpose, goals and objectives.

- Recommend changes in policies and procedures, as required.

3. Select a Course of Action

- State the community-specific standards for level of required service be used within the municipality.

- Discuss and decide, based on these standards what services should be developed or improved.

- Arrange these individual projects in order of priority.

- Estimate added costs (capital, operational, maintenance) according to the priorities established.

- Determine the economic feasibility of providing or changing these services.

- Recommend a time schedule for services needed; this schedule will be based on their priority and the economic capability of the municipality to provide, operate and maintain them.

TABLE II

Municipal Recreation Goals

1. Determine interests, needs and aspirations of citizens; maintain inventories and resources to meet these needs.

2. Support and encourage the work of neighbourhood and community groups, organizations, voluntary associations and agencies, to the limit of municipal resources.

3. Participate in the development of a co-ordinated plan that responds to the social needs of the community.

4. Co-operate with the planning committee to prepare a municipal plan that protects the environment and adds to the quality of community life.

5. Provide, or secure, and maintain a diversified system of recreation facilities according to financial capabilities of the municipality.

6. Operate direct programs when these are needed and cannot be provided at a reasonable cost by any community group or other agency.

Table adapted from one prepared by E. H. Storey and used in the Ministry monograph entitled **Goals and Objectives for Survey of Recreation Problems.**

- Identify and discuss alternatives for carrying out the plan; this discussion can be initiated by the committee and staff but must involve citizens and, eventually, council.

- Evaluate each course of action through previously developed criteria.

- Select a preferred course of action.

- Prepare recommendations that fully explain the proposed action and forward these to council.

4. Implement Action

A comprehensive recreation plan, if it is well done, should become an effective management "tool" for every day use. As well, its implementation is the responsibility of everyone who is involved in its completion.

Study of current practice indicates this is the weakest stage in recreation planning. At least three shortcomings can be observed.

- The approved plan is put away and some of its detail is forgotten; day by day crises are confronted and handled, based on the new level of information retained but not necessarily according to the details of the plan.

- Recreation department staff are expected to carry out this stage of planning on their own, without assistance from all who were involved in the process.

- The plan is developed as a rigid blueprint and is not sufficiently flexible to allow for adjustment to the changed environment.

These are some of the important steps in this stage of the planning -

(a) Obtain council approval for the plan, its implementation and its financing.
(b) Request an implementation committee be named.
(c) Implementation committee reviews each recommendation to determine financial and staff implications, relation to other agencies, existing policies and procedures and other plan recommendations.
(d) Committee develops for each recommendation a time line (or other management method) that shows timing, staff resources, cash flow, major decision points and responsibility for each.

(e) Committee regularly reviews the progress being made on the implementation of each recommendation. Committee regularly reports on progress, explains any variances for the time line and/or indicates new conditions that may require departures from the original plan's recommendation.

5. Evaluate the Results of the Action

Evaluation should take two forms. Constant evaluation of the planning process itself while it is underway is important. Those responsible for carrying out the plan should periodically reflect on their direction, making sure it is still appropriate.

An evaluation of the results of the plan after implementation is also crucial. As planning is a cyclical process, evaluation of the results of the plan provide indicators of emerging needs or changes in goals, objectives and policies for the next round of the process.

In both instances, it is important that evaluation criteria be established through open discussion so that all evaluators will be commenting from a similar framework. This will also ensure, as much as possible, that the evaluation will be objective rather than purely subjective.

In most cases, the planning committee will carry out the evaluation of the planning process in which they are engaged. When evaluating the results of the plan and its implementation, it is recommended that a separate committee be established for that activity.

Stated in its simplest terms, this committee matches performance (implementation) against intent (as stated in the purpose, goals and objectives.) it is a sincere attempt to measure the public's reaction to what has happened.

Some of the steps in this stage are -

- Request that an evaluation committee be named.
- Identify and apply the methods and procedures to be used.
- Co-ordinate the resources, the work and the reporting of all who are involved.
- Design and prepare a final report for the recreation department, the recreation authority and council that measures the degree of success for the planning.
- Recommend the modifications that should be made in the plan.

- Arrange for an annual review and update of the plan.

While the process presented in this manual shows a logical step by step approach to planning, there are many distractions that often interfere in a real life situation. People are not always willing to begin at the starting point but would prefer to jump right to step three in the process, which is an action step. The recreation professional will need to be skilled in getting the committee or planning authority to consider some of the preliminary but important steps that precede the action.

It is important to note that the planning process is cyclical. All separate stages are referred back to continually. Feedback in one step will likely alter previous steps. The information gained in one step will provide new information about earlier areas of study. Planning for recreation purposes is as much a community learning about itself as it is a product oriented activity.

In figure 1, (page 16) step 1 is shown to influence directly all the other stages in the process. A recreation plan is carried out in some type of context. Usually, this context is made up of social, political, cultural and physical features. These features are constantly shifting and changing and will directly affect each planning step. It is necessary, therefore, for the recreation planner to continually monitor the environment looking for the most subtle information and shifts in direction. Remember the best technical plan is useless if it is not implemented or accepted by decisionmakers.

PARTICIPANTS IN THE PLANNING PROCESS

Those who are usually involved in the planning process include -

- The municipal council.
- Individual politicians from different levels of government.
- Professionals or technical experts:
  - recreation staff;
  - planning staff;

    - other municipal staff;
    - community agency or institutional professionals;
    - private consultants.

- Appointed or elected authorities:

    - recreation authorities (committees, boards or commissions);
    - planning advisory committees;
    - other authorities (conservation authorities, library boards, boards of education).

- Representatives named by community groups, organizations and agencies.

- The general public (citizens and representatives of institutions, the private sector, business and industry).

- Private developers.

In most cases, the primary participants in the planning process are politicians, professionals and technical experts, and the general public.

The approach used for planning in a municipality may also vary. Sometimes council maintains total control. Based on expert professional and technical advice, councillors make all of the decisions while the public is kept informed. In other cases, much of the control and decisionmaking are left to the professionals and the technical consultants. Here, the politicians are content to give final approval or to set policy that the staff will follow while the public, generally speaking, are involved as little as possible.

Between these two extremes lies the opportunity to involve the general public throughout the planning process. In most cases, citizens work as team members with politicians, staff and technical experts to develop recommendations that are sent to council for debate and final approval.

Public involvement is absolutely essential for the successful planning of recreation facilities. For a discussion in depth of citizen participation in the planning process the reader is referred to Sherry Arnstein's article, "A Ladder of Citizen Participation", **American Institute of Planning Journal,** July, 1969.

PUBLIC PARTICIPATION

Citizen input will be greatest at the initial stages of the process as well as during the implementation and evaluation of the action taken. It is accomplished with open, two-way communication through discussion, questions and answers, debate and the flow of information. Properly carried out, it leads to planning decisions that are mutually acceptable to all concerned. A model for involving people is shown in Table III.

Table III

Possible Structure For Citizen Participation

Municipal Level	Group Composition
1. Neighbourhood	1. neighbourhood committee (may build on an existing ratepayers association)
2. Community	2. community committee representatives from four or five neighbourhoods
3. City or Region	3. representatives from each community committee plus members of the recreation authority; report directly to council
4. Council	4. elected officials

Adapted from a table prepared by J.R. Wright for use in **Planning for Urban Recreational Open Space: Towards Community - Specific Standards.**

It is true that citizen involvement may:

- Be difficult to organize and maintain.
- Slow down the planning process.
- Add slightly to the cost of the project.
- Take more staff time.

But it also -

- Identifies and involves neighbourhood and community leaders.
- Determines public preferences more accurately.
- Increases community commitment to the plan prepared.
- Taps human resources that are often ignored.
- Gives a fresh, innovative approach to planning.
- Creates better understanding of the municipal role in recreation.
- Tells people they can and should contribute more than taxes to the improvement of the community where they live.

The amount of the public participation will depend on such things as -

- The attitude of the agency (the municipal authority) toward involving people.
- The commitment of the recreation staff to citizen involvement.
- The sensitivity of the planning agency to such things as the ethnic background of the people, economic conditions in the area and past experience.
- The level of openness and trust that exists in the community.

No one method or technique for encouraging citizen involvement is ideal for all situations. It may be necessary to modify the method used, even within one community. Some of the methods are listed here.

- Public hearing - a formal, controlled approach that is often used by government; it usually deals with narrow issues, often with a legal twist, verbal and written submissions are acepted.

- Community forum - not as formal as a hearing; it allows for an exchange of information but, usually in a controlled way.

- Vote or referendum - a typical political method for resolving an issue by a majority decision; to be successful, the issue must be clearly understood; action may require more than a simple majority.

- Large public meeting - an informal gathering, open to everyone; it usually provides a good exchange of information.

- Small group meeting - a structured meeting usually with members of one organization or interest group to explore in depth their concerns.

- Community conference - a flexible, informal gathering that can be used for different purposes in a wide variety of situations; one staff person can work with volunteers over a period of time to plan, organize and run the event; outside resource people can be used to stimulate discussion; it can be broken up into small discussion groups for immediate feedback.

- Mass media - can be used to create awareness, present information, define choices or gather information; the quality of the response obtained may be suspect.

- Expert panel - can be used with a large public meeting to provide accurate information; it can also be used as an adaptation of the Delphi technique for gathering, testing and clarifying information.

- Survey and questionnaire - a commonly used technique for gathering information; the data collected depends on the questions asked; the respondent remains passive unless the question is left open ended; accuracy depends largely on the sample selected to respond.

- Personal interview - a slow time-consuming technique; the response depends on the sample chosen and the questions asked.

- Paricipant observation - method can be used at almost every meeting or gathering; those present are invited to express their opinion or reaction to whatever is being presented or discussed.

- Workshops - somewhat similar to small group meeting but participants will exprect to become more actively involved during the session; it is an excellent method for developing a site plan.

- Simulation and role playing - two sophisticated techniques that have limited use without high levels of skill and practice; role playing is excellent for working on attitudinal problems.

- Advisory group - the technique may allow too little active participation and, likely, no decisionmaking authority; the members can be given much greater responsibility providing these are mutually agreed upon.

Most of the common techniques for involving citizens in planning are shown in Table IV on page 31. Also indicated, are the scope of the method, what it will accomplish, the staff time required and an estimate of its cost.

The actual technique selected will depend on such factors as:

- The purpose of the exercise (i.e. to gather and analyze data, to set goals, to create public awareness, to discuss issues).
- The type of planning being done or the approach being taken.
- The skill of staff involved and the amount of time they have available.
- The willingness of citizens to be involved.

ORGANIZING VOLUNTEER ASSISTANCE

Volunteers (citizens) can be involved directly in planning by serving on a wide variety of committees. Such groups are commonly found associated with planning projects. Two or three operating at the same time are enough for those who are co-ordinating their work. Their name usually indicates their responsibilities; as shown by the examples that follow:

- advisory committee
- project committee
- co-ordinating committee
- steering committee
- study committee
- site development committee
- implementation committee
- evaluation committee
- staffing committee
- operational costs group
- publicity committee
- facility opening committee

Such involvement gives the volunteer a defined role - a stake in the project and the community.

No matter the title given the group or the task assigned, all such appointed groups must know -

Table IV

Public Participation Techniques

TECHNIQUE	scope		method provides			staff time	approx. cost	MOST EFFECTIVE USE
	broad	specific	public awareness	2-way communication	level participation			
public hearing	L	M	L	L	L	M	M	make policy
community forum	L	M	M	M	L	M	M	resolve conflict, exchange information
vote or referendum	M	H	H	L	H	L	H	test consensus
public meeting	M	M	H	L	L	M	L	test reaction
small group meeting	L	H	L	H	M	M	L	give information, gather ideas, build trust
community conference	H	H	H	H	H	L	L	many and varied
mass media	H	H	H	L	L	L	H	generate interest, test reaction
expert panel	L	H	L	M	L	L	L	gather information, evaluate
survey or questionnaire	M	H	M	L	M	H	H	test attitudes, test opinions
personal interview	M	H	L	H	L	H	H	gather information, test assumptions
participant observation	L	M	L	L	L	M	L	gather information
workshop	H	H	M	H	H	H	M	educate, evaluate, test alternatives
simulation or role playing	L	H	L	M	L	H	L	provide information, resolve conflict
advisory group	M	H	L	H	L	L	L	sounding board

H = High M = Medium L = Low
Table adapted from a variety of sources and supplemented for this manual.

- Their mandate, precise role and length of operation.
- Their authority, responsibility and limitations.
- To whom they are responsible.
- To whom, how and when they report.

Using volunteers in planning implies confidence in -

- People (citizens) because they do know their communities can overcome individual biases and arrive at consensus.

- Committees (groups) because they can take the initiative to organize community action and evaluate the results.

Planning requires teamwork.

WHO TAKES THE INITIATIVE?

Even a casual review of completed master plans, or those still in progress, clearly indicates the wide variety of methods and groups used. In most cases, the first initiative is taken by the recreation department or the recreation authority and then this action is approved by council. After this common beginning, the differences are many. Some examples follow.

- The recreation authority was assisted by the department head and outside consultants, in Renfrew County.

- A steering committee, made up of recreation authority members, councillors and representatives from community groups and agencies, was assisted by the municipal clerk, planner and a private consultant, in Midland.

- A technical group of appointed municipal officials with very little guidance from an outside consultant, in Thunder Bay.

- A post-graduate student, working full time for less than a year, plus one full time person from the planning department, assisted by other recreation staff, in North Bay.

- A variety of techniques that involved community groups and agencies, a technical committee made up of appointed officials from agencies and institutions (library, board of education, YMCA, YWCA, boys and girls clubs, university and college) and recreation department staff, assisted by a private consultant, in London.

- A local steering committee, made up of the recreation authority members and representatives of community groups, gathered the information desired, analyzed it and prepared the report, with minimum assistance by a private consultant, in Lakefield.

- A steering committee of appointed and elected officials and citizens, a citizen's advisory group that assisted throughout the project and an agency managment group of all major providers, in Burlington.

No matter who takes the initiative (or how), inter-professional collaboration (between municipal planners and recreationists) is essential for the planning process to be successful.

A final comment needs to be made about the many specific planning techniques that exist for carrying out the intricate work that is necessary to satisfy the requirements of each stage of the planning process. This section has attempted to explain what needs to be done but does not provide an explanation in depth as to how it might be accomplished. The reader is encouraged to scrutinize the bibliography contained at the end of this manual, and other planning texts, for a more complete explanation of the specific planning techniques that are required.

Section III

IMPLEMENTING THE PLAN

Implementing a recreation plan is a difficult and a multi-faceted exercise. Unlike a land use plan, a recration plan is not controlled by legislation (unless it is specifically directed at changing uses of land) and, in most cases, needs the co-operation of a myriad of individuals and community groups. Recreation practitioners need to place special emphasis on implementation.

The following general areas are critical to implementing the plan and are dealt with in some detail in this section.

- The implementation of the plan may be carried out by another group of people.
- Political will is needed to implement the plan.
- Co-operation and co-ordination of effort, particularly if there is a number of agencies implicated in carrying out discrete parts of the plan.
- Providing a critical path is necessary.

Before examining these specific topics, there are other key factors that should be identified. Some of these are listed below.

Implementation requires -

- Acceptance and constant use of the comprehensive plan by senior management within the department; commitment by all staff to the goals and objectives set and acceptance of the changes that must be made.
- Approval by council.
- Naming a group of capable people (representing all who contributed) to carry out the plan.
- A clear concise statement of intent (what, when, where, how and by whom); this should include a workable schedule of consultation and review by the public served, the professional staff involved and the elected officials.
- Financial feasibility on a project by project or year by year basis.
- Co-operation and collaboration by all who contribute to community recreation.
- Flexibility and timing (what needs to be done is identified but timing is flexible enough to accommodate unforeseen changes and shifting priorities).

- The skills needed to use a variety of techniques (discussion, debate, persuasion, negotiation, bargaining, compromise).
- Starting with "bite-sized" pieces of the plan that are manageable and most likely to succeed.
- Regular progress reports to council and the public.
- Maximum citizen participation; constant volunteer involvement.

Implementation charts the course for supporting or building an effective delivery system for community recreation.

IMPLEMENTATION MAY BE CARRIED OUT BY OTHERS

Many recreation committees or municipal councils hire professional planners, or experts in the community to develop the plan. Often, when their work is completed it becomes the prerogative of the recreation administrator to implement the results. It is important, therefore, that those who will implement the plan are closely associated and committed to the implications it contains.

The staff of large departments are often required to implement parts of a plan that they may neither understand nor support wholeheartedly. As a result, thinking about implementation must begin at the start of the process and not be left until the time of implementation. It is crucial that all the key players of the implementation process are a major part of the planning process as well. It only stands to reason that if they are enthused about the directions the plan contains, they will be more energetic in its application.

IMPLEMENTATION REQUIRES POLITICAL WILL

Not unlike the foregoing comments on involving those who will be responsible for implementing the plan in the planning process, it is also important to carry the approval of the decisionmakers in each step in the process. Many good intentions contained in a recreation plan have not been realized because they were out of step with the political environment and lacked the political will to be implemented. Some of the key reasons for lack of the political will to implement a plan are -

- The direction of the plan is not clearly understood.
- The recommendations do not speak to any constituency in the jurisdiction, therefore, there is no positive reinforcement for making the required changes or expenditures.
- The plan is too technical and contains jargon which is not understood.
- There is no apparent connection between the recommendations in the plan and the data and analysis of that data. The conclusions require too great a leap in faith.
- The plan does not fit the context in which it needs to be enacted.
- The recommendations do not have support from the general public.
- The recreation plan does not consider competing interests from other departments or community projects.
- When there is lack of agreement among decision makers on the basic goals and objectives.
- When there is confusion between the end state and the means to the end state.

CO-OPERATION AND CO-ORDINATION OF EFFORT

The municipality, represented by a recreation committee, is only one agent that provides recreation facilities, programs and services. There are at least five other types of providers.

- Other public authorities such as boards of park management, conservation authorities, library boards, social planning councils.
- Public institutions including boards of education, separate school boards and post secondary institutions
- Community interest groups and associations service clubs, private clubs, minor sports associations, theatre guilds, arts councils, the legion, churches and similar groups.

- Voluntary agencies such as the YMCA and YWCA, Scouts and Guides, boys and girls clubs.

- The private sector including commercial establishments and industry.

It is logical and makes good sense for the municipality to negotiate joint action with any or all of these contributors to community recreation.

Earlier in this manual it was recommended that a comprehensive recreation plan be directed at the total community rather than department-specific. In taking this approach, it is imperative that each agency be involved in all stages of the planning process and that their responsibilities for implementing any part of the plan be clearly understood and articulated. In this respect the planning process and implementation strategy must be highly participatory and well organized. When a number of autonomous agencies are involved in implementation a co-ordinating and monitoring committee is essential to make sure that expectations are achieved.

PROVIDING A CRITICAL PATH

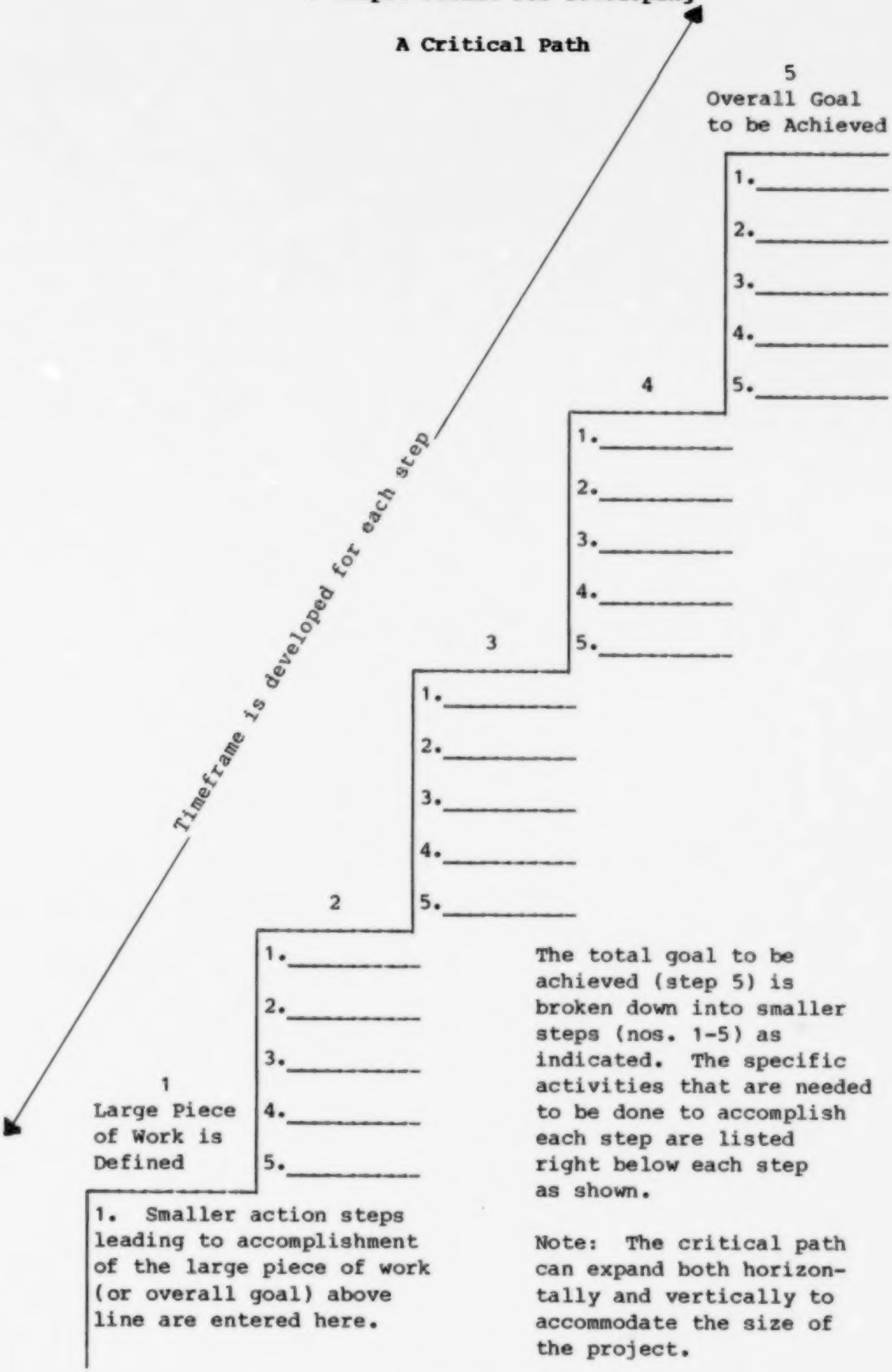
Perhaps one of the most crucial administrative steps in implementing the plan is to develop a critical path. A critical path breaks the action into the most fundamental and achievable pieces so that interim accomplishment can be monitored. There may be one critical path that deals with the whole plan or each recommendation may have a critical path of its own or an implementation committee may develop both - a macro and micro critical path.

A clearly developed critical path outlines the large chunks of work to be accomplished and the separate pieces of work that are needed to accomplish those large tasks. It also develops a realistic timeframe and budget in which the necessary work is to be carried out. By using a written critical path, all parties involved in implementing the plan, will have a clear idea of the progress and financial requirements of each separate component. Figure 2 presents one of many methods for developing a critical path.

Figure 2

A Sample Format For Developing

A Critical Path


5
Overall Goal
to be Achieved
1.
2.
3.
4.
5.
4
1.
2.
3.
4.
5.
3
1.
2.
3.
4.
5.
2
1.
2.
3.
4.
5.
1
Large Piece
of Work is
Defined
Timeframe is developed for each step

1. Smaller action steps leading to accomplishment of the large piece of work (or overall goal) above line are entered here.

The total goal to be achieved (step 5) is broken down into smaller steps (nos. 1-5) as indicated. The specific activities that are needed to be done to accomplish each step are listed right below each step as shown.

Note: The critical path can expand both horizontally and vertically to accommodate the size of the project.

Appendix

PLANNING PRACTICES IN ONTARIO COMMUNITIES

Ontario municipalities have responded to planning for recreation in a variety of ways. Each tends to be different, using methods and practices that spring from or reinforce these differences. Traditionally, however, recreationists have stressed physical planning and building new facilities. This must now change. Such a close relationship between recreation planning and spacial concerns or specialized facilities is too restrictive. It is no longer adequate. Planning, for recreation, will take on new meaning. The approach used in the mid-80s must reflect an unpredictable environment that is controlled by such factors as: a weak economy, fiscal constraint, mass unemployment, changing demographics and the need for greater accountability. Citizens are demanding greater involvement in making decisions, in developing the community recreation delivery system. This section (planning practices) provides highlights from current planning in 20 Ontario municipalities. In four cases (Brantford, Markham, Oshawa, Petrolia) no master plan has been started. In the other 16 municipalities, no attempt has been made to review their master plan or write a precis of what has been done. Instead brief extracts are cited from their current practice. Hopefully, these will be of interest to and will help others who are contemplating greater emphasis on planning.

Brantford

(73,000 population)

The city has no formal or approved list of facility standards and no documented master plan, as the phrase is currently defined. It does have, however, a well-established method for assessing and meeting community need and for evaluating the municipal response to this need. To co-ordinate its planning and the use of recreation resources, the parks and recreation board was abolished and an advisory committee under city council was established by a private member's bill of the legislature in 1983.

The parks and recreation authority actively involves 35 neighbourhood associations. It also uses a decentralized department structure.

To guide and direct this planning, they use -

- A policy manual that outlines all policies and procedures to be followed.
- An annual "marketing" plan.

The department uses the word "marketing" in a very specific way.

- To identify the role or function of the municipal program.
- To create a public identity that can be immediately associated with the authority and the department.
- To explain what the department can do that encourages and supports community recreation.
- To provide public facilities (when and where they are needed) and to organize a program of recreation and services (based on community needs and interests).

The city's response to community need is currently being evaluated by the department, through its marketing program co-ordinator. The department is assisted by three students who are attending Wilfred Laurier University. They are using 1000 questionnaires mailed to a random sample of citizens. The research is based on the results of two previous surveys that used similar sampling techniques for an area of interest and a geographic area. It is designed to measure consumer attitudes and covers the city. The results "will have a direct impact on the programs and marketing policies" of the department.

Brantford has a long tradition of public participation through its neighbourhood associations that dates back to the 50s. It also enjoys the distinction of being a "flower" city. Each year 450,000 annuals (about five times the national "standard") are grown and planted by the department - a decision made by council and supported by the citizens.

Burlington

(113,000 population)

The city has progressed through a series of planning experiences -

- A "green report' in 1971.

- A "gold report" in 1974.
- A plan '80 in 1981.

The last report: **Recreation and Leisure: Planning for the '80s,** is a 130 page document based on considerable research and citizen input. Recommendations are made to guide council as it plans to provide recreation services during the next decade.

The planning process was carried out by the following people -

- A steering committee comprised of five citizens (four of whom volunteered after seeing an ad in the paper), seven staff, two municipal employees from other departments (finance and planning) and the ministry consultant.
- A citizen advisory group of 18 people was named to help develop the process used, to analyze the data collected and to outline recommendations.
- An agency management group of ten was obtained from nine different community agencies or institutions.
- One commercial firm and one college student helped to gather data.

The report produced is viewed as the starting point for further action rather than an end in itself.

Prior to developing the planning process, 20 citizens from various walks of life were interviewed and asked "Is a plan needed and, if so, how should it be undertaken?" What then developed was fashioned on the responses received.

Public participation was encouraged by -

- Newspaper ads and articles, brochure ads, small group information meetings, press releases and information packages.
- Small-group discussion (groups of ten people were selected at random and personally invited to attend these two-hour sessions), open-ended surveys, written submissions, individual responses by letter and specific questionnaires.
- Contacts with over 100 neighbourhood and community groups, organizations or associations.

The city considers the park-school combination a major planning principle. It has, however, been affected by a board of education's decision to abandon its option to build a school on a designated site. This has forced the board to sell surplus land and to disrupt joint planning.

Some of the facility standards used in the report are shown in Table V below.

Table V

Facility Standards used in Burlington

Facility	Existing Level of Service	Desired Level of Service
1. parkland and open space		
city owned	2.8 hectares/1000	
other public ownership	4.4 hectares/1000	
privately owned	4.36 hectares/1000	
2. art gallery	1/56,000	on demand
3. athletic field	1/12,500	1/20,000
4. auditorium	1/37,500	1/25,000
5. boat ramp	1/37,500	1/25,000
6. centres		
cultural	1/112,700	
senior citizens	1/56,000	1 major centre/50,000
7. curling	2.4 sheets/25,000	on demand
8. golf		
municipal	1/112,700	1/100,000
private	1/18,700	on demand
9. gymnasium		
double	1/14,000	1/16,000
single	1/2,200	
10. ice surfaces	1/22,500	1/20,000
11. library	1/22,500	
12. pools		
indoor	1/28,700	1/20,000
outdoor	1/18,700	
wading	1/28,700	
13. soccer	1/2,600	1/2,500
14. stadium	1/112,700	1/100,000
15. tennis (1 location = 3 courts)	1 location/7,500	1 location/5,000

Cambridge

(77,000 population)

The city named a master plan review committee that was chaired by an alderman and made up of the mayor, four councillors and three staff from the recreation department. The committee met regularly throughout 1983 to review and bring up to date their previous plan. The members of the committee were assisted by public input throughout the review.

The committee challenged the basic philosophy of the previous plan, some of its concepts, the ratios and the recommendations. They revised the guidelines for open space by adding privately-owned space that was available for public use. They reviewed such things as the role of volunteers, the capital and operational costs of typical facilities and the city's relationship to the surrounding area. They reviewed, revised or added to the previous recommendations.

The new master plan is now part of the official plan and will be automatically reviewed every five years, beginning in 1987. it is intended to direct recreation services for 20 years. It is a guide and framework for planning, developing and managing recreation in the city.

It suggests implementation strategy by listing the recommendations in priority. These recommendations are to be evaluated on a continuing basis. Table VI below provides community-specific standards that are recommended.

Table VI

Community-Specific Standards for Cambridge

facility	existing provision	recommended provision
1. neighbourhood parks	0.45 ha/1000	.4 ha/1000
2. community parks	0.66 ha/1000	.8 ha/1000
3. major city parks	1.82 ha/1000	1.8 ha/1000
4. major conservation areas	1.97 ha/1000	
5. arenas	1/12,700	1/15,000
6. indoor pools	1/38,100	1/35,000
7. outdoor pools	1/19,000	
8. community centres	1/5,800	
9. linear trails	.13 km/1000	

The plan provides a practical, workable document that includes -

- A philosophical statement for recreation and open space (shown below).
- Extensive glossary of terms that will help all who refer to the plan-an example follows-
    - neighbourhood association - a group of neighbours who function as volunteers and plan and administer recreation programs and services for the children and adults who reside in their neighbourhood
- Projected registrations for 18 sports for 1986 and 1991.
- Discussion on such topics as future trends, land acquisition, changes in population and housing.
- A classification of open space based on the following criteria: conservation land (the river system, the linkage system and recreation woodlots), cemetaries, major recreation areas and neighbourhood or community areas; goal, policy and guideline statements accompany each category.
- Community-specific standards, as shown in table VI on page 49.

Philosophy of Recreation and Open Space

We believe that the provision of recreation facilities on a neighbourhood, community and city-wide basis is an essential service.

We believe that participation in recreation activity provides benefits to the individual which may include -

- Improvements in physical skill, cultural appreciation and intellectual attainment.
- The maintenance and improvement of physical and mental health.
- The development of personality and leadership qualities.
- The easing of social adjustment.

We believe that a range of recreation activities should be available to accommodate differing interests and capabilities. Where possible, recreation should be provided in facilities that are -

- Affordable to the majority of citizens.
- Accessible to the public.
- Accessible to the handicapped or infirm.
- Safe.
- Aesthetically pleasing in design.
- Energy efficient.
- Supplied with adequate ancillary services.

Recreation services may be provided by private enterprise, non- profit organizations, volunteer groups, federal and provincial government agencies, or directly by the City of Cambridge.

We shall seek to -

- Avoid becoming involved in areas served by the private sector.
- Give support services to non-profit organizations and volunteer groups.
- Avoid duplication of services with other government agencies by liaison and agreement.
- Establish new direct services or expand existing ones only when the appropriate criteria have been met .
- Establish new agreements for capital facilities between council and profit or non-profit organizations.

Council desires that all citizens be provided with a variety of open space areas. Continual assessment of the following factors is necessary.

- The socio-economic and demographic structure of the city's population.
- The quantity and distribution of open space, recreation programs and recreation facilities.
- The awareness and utilization by the public of open-space areas and recreation opportunities provided.
- The shared use of open space and recreation opportunities.

Dunnville

(11,000 population)

Dunnville is a town with a population of just over 11,000, located on the Grand River close to Lake Erie.

The purpose of the master plan (February, 1983), cited from the terms of reference for the study, is:

- To develop a comprehensive inventory of existing facilities, clubs, organizations, parks, waterways, open space and programs that are available to the public for recreation purposes.

- To involve the public in assessing the demand for future recreation development.

- To provide information to make recommendations for long-term planning which will act as a guideline for recreation development; guidelines will focus on the immediate five years as well as make projections for the following five years.

All plan recommendations are summarized at the front of the report.

Parks And Open Spaces

The following factors are considered in this section of the plan.

- Existing and proposed supply of parkland and open space.
- Local standards for providing parks and open space.
- Ministry of Tourism and Recreation guidelines for parkland and open space.
- Standards for the provision of parkland and open space in other municipalities.
- Parkland and open space characteristics.
- Public demand.
- Demographic data.
- Urban form (particularly the urban/rural mix).
- Special features (local).
- Relationships of activities to facilities.
- Trend data.

Considerable attention is given in the plan to turf maintenance (i.e. fertilizing, weed and insect control, watering, mowing and winter protection).

Programs

The following factors are considered in the evaluation of the current programs.

- Expressed public demand.
- Existing and proposed supply of program.
- Hinterland provision.
- Characteristics of existing programs.
- Program distribution by age segment.

The Delivery System

As well as the municipality, the following providers of leisure services are identified: volunteer community organizations, boards of education, the Ministry of Natural Resources, conservation authority, public library, religious institutions, and the private commercial sector.

Three things reported to be lacking in the delivery system are co-operation, co-ordination and communication.

Conclusions from the information gathered under this heading include, "...Clearly, more can be provided for less through co-operative effort among all providers. Existing resources must be used to their fullest potential; duplication of services must be avoided. Untapped resources should be included. All providers must be committed to meeting the broad community-serving goals of the master plan...."

Espanola

(6,000 population)

Espanola is a stable, Northern Ontario town of just under 6,000. It lies west of Sudbury, near the north shore of Georgian Bay.

The master plan (June, 1983), identifies community requirements and priorities, and presents a long-term strategy for providing recreation facilities, programs and open space. It provides council with a base from which to make decisions about recreation in the future.

The purpose of the plan is stated as follows.

- To identify, systematically, the problems affecting recreation opportunities available to citizens in the municipality.
- To develop goals, guidelines and policies that address these problems and provide an action plan for the orderly development of facilities and programs over the next five years which also meet projected demands for the next 15 years.
- To serve as a comprehensive background document that will support appropriate amendments to the official plan.

It includes the following sections.

- Introduction - outlines the purpose of the plan and deals with the planning process, jurisdiction and an analysis of the gathered data.

- Framework for development - provides a catch up, keep pace and build on present strengths approach; stresses co-ordination and co-operation, efficiency and effectiveness, capital and operating costs.

- Detailed examination of and recommendations for major recreation facilities built into a community-specific development plan.

- An examination of open space, including recommendations for amending the official plan and prototype diagrams for common outdoor recreation facilities.

- Program development - offers direction for co-ordinating recreation resources and facilitating community groups and volunteer agencies.

- Administrative structure and organization.

- Capital development and user fee schedules.

The following hierarchy for open space is identified, explained and developed in detail.

- Dwelling oriented open space.
- Neighbourhood parks.
- Community parks and playfields.
- Municipal beautification areas.
- Open space linkages.
- Regional open space.

The plan recommends the following open space standards.

- Neighbourhood parks - 1 to 2 hectares per 1000 population.
- Community parks and playfields - 2 hectares per 1000 population.
- Total developed open space - 4 hectares per 1000 population.

It stresses that planning is an ongoing process and should not end with the completion of the master plan. The data base should be updated regularly. As well, the assumptions and trends reviewed in the document should be monitored, preferably on an annual basis.

Guelph

(77,000 population)

Guelph, a city of just over 77,000 is surrounded by other major cities in the western part of south-central Ontario.

The master plan (1983), is the product of a two-year project supported by council and carried out by the city's planning and recreation and parks departments. The work was guided by a private consulting firm and assisted by a steering committee. This committee was made up of 13 key representatives from council, other civic agencies, school boards, the university and a community leisure council. Its purpose was to -

- Act as a sounding board.
- Provide technical and planning advice.
- Recruit individuals to assist with the public workshops.
- To edit the report.
- Support and aid the implementation of the plan.

The plan is designed to serve three distinct purposes.

- To provide council with a comprehensive document upon which to make capital and current budget allocations.
- To serve as a reference for the municipality and other agencies to carry out their planning, programs and the development of leisure services.
- To guide the allocation of grants and funding, based on the assessed needs and priorities of the community.

The open space recommendations will serve as a supplement to the city's official plan.

Public Input

The following methods for obtaining citizen improvement (the consumers) were used to determine interests, needs and priorities.

- There were 12 "general public" workshops.

- Over 20 briefs were submitted by individuals and community groups.
- Informal meetings were held with various sports groups.
- A public questionnaire was developed and distributed to a random sample of 1100 citizens, of these 600 were returned.
- A community forum was organized to obtain a reaction to a draft copy of recommendations and priorities.

Leisure Delivery System

The providers of recreation activities and leisure services are grouped into three categories. These include such providers as -

- Public agencies - the municipal department, boards of education, library, museum, art centre, university, community college and conservation authority.
- Voluntary agencies - YMCA, YWCA, social agencies, little theatre, the legion and about 300 neighbourhood and community groups and organizations.
- Commercial sector - golf clubs, curling club, Fun Centre, theatres, pool halls, bowling alleys, dance academies, music studios, roller rinks and fitness centres.

A fourth category could have been added: co-ordinating councils. These include: multicultural, arts, leisure, minor sports, senior citizens and health councils. In some cases continuity is provided when funding has made it possible to hire full or part time staff. Others have been organized around a particular need and then disbanded when the task was complete.

Table VII

Open Space Inventory and Standards in Guelph

Open space category	total land area	land area/ 1000	community-specific standard
neighbourhood	204.12 ha	2.87 ha/1000	3.0 ha/1000
city wide	214.95 ha	3.02 ha/1000	3.0 ha/1000
regional	813.91 ha	11.43 ha/1000	11.0 ha/1000
Total	1232.98 ha	17.32 ha/1000	17.0 ha/1000

Activities identified are grouped into eight categories.

- Team sports.
- Individual sports and physical development.
- Outdoor activities (non-sport).
- Quiet activities.
- Educational activities.
- Creative and performing activities.
- Social activities.
- Special events (festivals, shows, races, concerts).

A user-pay philosophy is being tested and used by the department. Participation costs do vary according to the facility and activity involved. Debenture charges are not included in these calculations. Facility costs for youth programs are subsidized to about 50 percent.

It is interesting to note that reduced fees, when tested, have dramatically increased attendance. An example given is one swimming pool. When the admission fee was cut in half (50¢ to 25¢), attendance increased almost four times (1100 to 4230). This is followed by the comment, "...The user-pay philosophy eliminates many participants who cannot afford the higher program costs. This was brought out in the public workshops and questionnaire returns...."

Open Space

In this plan, open space standards were developed that relate specifically to local requirements. A comparison between existing open space and this standard is shown in Table VII on page 56.

Kitchener

(141,000 population)

In late December, 1983 this city finished a comprehensive review of its 1975 master plan, performed by a resource team of faculty members from the recreation department of the University of Waterloo. A steering committee was named by council to supervise the project. Public meetings were held and over 300 community and neighbourhood organizations or clubs were advised of the review by mail and the media. All were invited to make submissions.

It now has a policy report under consideration by council. It contains policy statements that augment or revise those contained in the earlier plan. These policy statements cover the following topics -

- Role of the department.
- The department's planning process.

- Research, marketing and tourism.
- Community development and volunteers.
- User fees, grants and joint ventures.
- Sports.
- Senior citizens.
- Special needs.
- Arts and culture.
- Facilities.
- Open space and the environment.

Parts of two sections, taken from two of the topics shown above, follow. In each case the preamble and the general policy are followed by further material under the headings of procedural policies and implications.

Role of the Department

Preamble

The role of the parks and recreation department will continue to evolve in keeping with changing political and societal factors, but it is essential that a general statement of role be made. This serves to inform the public of directions and priorities, and assists the department in shaping its operations. In defining this role, certain philosophical premises are evident, in addition to more pragmatic considerations such as feasibility and historical precedent. Once outlined, the role serves to shape statements of goals and objectives and leads to more specific policy statements.

General Policy

The purpose of the parks and recreation department is to ensure an adequate provision of leisure opportunities for all residents, and to work towards improvements in the city's social and physical environment.

Community Development and Volunteers

Preamble

Community development is an important process in helping residents to identify and meet their own leisure needs. The department acts as a facilitator in this process, fostering leadership and organization among communities of interest, and encouraging self-sufficiency and increased involvement of residents in volunteer capacities. The decentralized structure of the department assists this process, particularly with regard to neighbourhoods of the city, but equal attention must also be given to the many communities of interests, such as sports clubs, seniors, arts groups and hobbyists. A necessary part of the community development process is providing for effective co-operation among communities, and ensuring that they participate in the decision making that affects them.

General Policy

The department will foster community development, including assistance to groups in striving for self-sufficiency , full participation in decision making, co-operation among groups, and the taking of greater responsibility by persons and groups for identifying and attaining their own leisure goals.

Implementation of the policy report is the responsibility of council, assisted by the parks and recreation department.

The city uses park-school combinations for the acquisition and development of parks. As well, consideration is given to the purchasing of some land from the developer and to the designation of land for stormwater management.

A few of the sites, acquired in the 70s, will never be used for schools. In some cases they have been declared surplus but agreement has not been reached on a reasonable price for the property.

The city required a five percent dedication (or cash-in-lieu) from developers and expects grading, topsoil and seeding of the park site within two to three years. For increased population densities (apartments) a fee of $50 per unit is charged.

Lakefield

(2,000 population)

Lakefield is a village of about 2,000 people in the Kawarthas of eastern Ontario.

It is significant that a local master plan committee, made up of a councillor, municipal secretaries, six citizens and the manager of the township-village community centre, carried the initiative for developing the plan. This group of local residents, guided and assisted by a planning consultant, organized the public input, helped with the data collection and analysis and with editing the draft reports.

The approach to the project was designed to permit and to encourage citizens to understand the planning process and to work with the planning document being prepared. This method also ensured that valuable local insights and ideas were included in the study. The project began in 1980, the draft plan was ready for consideration by community organizations in late 1981. The review of this first draft continued for four months so that the ideas and reactions of all citizens were considered.

There were five major stages to the planning process.

- Preliminary work - meetings with the master plan committee and the three separate authorities (recreation, parks and community centre); reviewing all available information about recreation in the village; developing an overview of recreation in the community.
- Data collection and analysis - including a great deal of resident involvement; collecting additional data and background material; compiling inventories of existing and potential recreation resources; forecasting interests, needs and demands; determining priorities.
- Draft plan preparation - developing ideas, concepts and alternatives determined from an analysis of the information accumulated in the first two stages; refining or expanding these to form conclusions; meeting the requirements defined in the original terms of reference.
- Review of the draft plan - requiring intensive consideration and feedback from village residents.
- Final documentation - completing the plan and preparing final documentation for its backup and support.

The plan contains eight chapters.

- Introduction - providing background information, the planning process used and a general description of the plan's content.
- General background data → giving a summary of pertinent background information and describing the characteristics of the community and residents' expectations for the future.
- Provision of leisure opportunities - describing and analyzing the delivery system, including descriptions of current programs, facilities and services; ending with a summary of the main conclusions derived from the information and material collected.
- Framework for planning and development - guiding principles, goals and objectives of the plan; phasing and general priorities.
- Recreation facilities, recommendations for development.
- Open space - planning guidelines, priorities and acquisitions.

- Five-year capital forecast.
- Implementation - requiring co-operation and co-ordination; defining the municipal role.

London

(266,000 population)

The City of London has completed (December, 1983), a comprehensive plan for parks and recreation services. Members of the public utilities commission, staff from four municipal departments, senior staff from eight major recreation providers, citizens and a consulting firm have been involved throughout the planning process. Direction was provided by a plan-project management group.

The management staff of the major providers met three times and examined four areas of mutual interest.

- Links and relationships among the city's providers of service.
- The strengths of the present recreation delivery system.
- What should be changed in this delivery system.
- Issues and concerns.

From these meetings came a series of recommendations. The group is also prepared to help with the implementation of the plan and to continue their meetings.

Public participation was invited and assured through a series of events and techniques including -

- Submissions from a number of groups and agencies.
- Questionnaires to over 200 community groups and organizations.
- Eight workshops for specific interest groups (i.e. one of them, performing arts, had representation from 18 individual groups).
- Four general workshops, where the participants came from a cross section of ages, city planning areas and types of housing
- Two community forums that provided large and small group discussion.

- A random sample questionnaire to about 1000 households.

From all of these community and indivdual contacts came a list of recommendations.

The plan outlines a specific, one year program for implementing the final list of recommendations. This program includes -

Step 1. Prepare for the stage of implementation
  - organize a two day workshop for commission members and the staff,
  - contact the major recreation providers for any clarification needed,
  - meet with community groups that need additional information or clarification,
  - name a leisure advisory group.

Step 2. Establish an implementation task force of four staff and one public utilities commission commissioner.

Step 3. Name an implementation advisory committee made up of representatives from the parks and recreation departments, the major providers, the leisure advisory group and the public utilities commission.

Step 4. Implement recommendations that deal with top priority items that apply to the present and the immediate future sections of the plan.

Step 5. Establish two-way communications, with the community groups and organizations regarding implementation.

Step 6. Review as many of the remaining recommendations as possible.

Step 7. Implement all of these that can be acted upon.

Step 8. Plan and organize the annual community forum.

Step 9. Carry out the annual review of the comprehensive plan.

As well as this annual review, it is recommended that the plan be completely reviewed and revised every five years.

Markham

(82,000 population)

Markham is a rapidly growing town of 82,000 people, located north of the Metropolitan Toronto Region. The municipality has the enviable record of issuing no debentures for recreation facilities since 1974. It has no master plan.

The official plan identifies three types of parkland with the following community-specific standards:

(a) neighbourhood parks

These shall be provided at the rate of 1.2 hectares per 1000 population and, generally, contain 2.4 hectares or more. They shall be designed to provide space for field sports, children's activities and the recreation needs of local residents. They shall ensure that the majority of all residents served are within .8 km, approximately, of the nearest neighbourhood park.

(b) community parks

These shall be provided at the rate of .8 hectares per 1000 people and, generally, contain no fewer than 6 hectares. They shall be designed to provide space for active and passive recreation for all age groups, including organized sports. They shall ensure that the majority of all residents served are within 2.4 km, approximately, of the nearest community park.

(c) town parks

These shall be provided at the rate of 1 hectare per 1000 people and, generally, contain no fewer than 12 hectares. They shall be designed to provide space for active and passive recreation for all age groups, including such specialized facilities as arenas, stadiums, swimming pools, camp grounds and boating areas.

Public open space will be acquired by the minicipality in the following ways -

- Land conveyance (or cash in lieu) required under the Planning Act.
- Funds allocated in its budget for this purpose by the municipality.
- Donations, gifts and bequests from individuals or corporations.
- Funds allocated by any authority having such jurisdiction.

Park dedications by developers will not include hazard or valley land, environmentally sensitive areas and land required to provide connecting links for the park system unless, in the opinion of council (in consultation with the Metropolitan Toronto and Region Conservation Authority and the Ministry of Natural Resources) it is appropriate to do so.

In order to conform to its overall objectives of the open space system, and to allow flexibility in allocating parkland, council may exchange land, accept lots or cash in lieu of park dedications in individual subdivisions.

Developers must complete neighbourhood parks to the satisfaction of council when 25 percent of the subdivision homes are occupied. Developers may be required to contribute toward the development of community or town parks at the discretion of council.

A good relationship has been developed with the York County board of education since the town was formed by amalgamation in 1970. One public swimming pool is shared with the school authority; one is not. Council helped to build the central core of one school that will be used as a community centre as the school population decreases.

A new, 500-seat community theatre is being built beside a secondary school (the two buildings are integrated below ground because of a grade difference) under a joint agreement. The two facilities will be built under one contract. A shared heating and air conditioning plant will be located in the school. Costs and savings, as certified by the architect, will be shared by council and the board. All costs must be approved by council and the board before a tender is accepted or the construction proceeds.

Council has requested that two storage rooms be constructed within the school for the use of community groups. It will pay the capital cost for these rooms. The parks and recreation department will maintain all outdoor areas, including the sports fields, landscaped areas and parking lots. The shared cost of this maintenance will be negotiated by the two authorities.

The school shall have the use (at no charge) of backstage facilities of the theatre when these facilities are not required by the community. One of the music rooms and practice rooms in the school may be used by the community theatre when these are not required by the school.

Michipicoten

(5,000 population)

The tone of the 150-page master plan (prepared in 1983 by this Northern Ontario municipality of about 5,000) is indicated by parts of three paragraphs from which the following is quoted.

> The nature and quality of our leisure experience helps to determine the nature and quality of our lives. The values we experience and demonstrate in our leisure behaviour can reflect the values we hold as a community of human beings.
>
> Because of its importance in the building of our social fabric, recreation must be viewed as more than a personal responsibility. Our communities must act to protect and develop park resources and the potential for leisure activity.
>
> The master plan must be thought of as a flexible, changeable document. It is a guideline to assist decision making. The plan should never really be finished.

Public involvement in the preparation of this plan is extensive. Nine working sessions were held with the management study team. Questionnaires were sent to community groups and organizations. Eight workshops and numerous interviews were held with interest groups and a cross-section of residents. A household survey was conducted with a representative sample of citizens. A community forum was held with a cross-section of residents and officials, to introduce and review the emerging plan as it was moving toward the first-draft stage.

Goals and Recommendations

Six broad goals for the plan were identified by the participants.

- To provide a more comprehensive range of quality opportunities for leisure.
- To overcome existing deficiencies and solve identified problems.
- To improve the efficiency and effectiveness of the services provided.
- To support community involvement in decision making and the provision of leisure opportunities.

- To forge a stronger link between community recreation and tourism.

- To protect valuable natural and historical resources and to encourage the retention of environmentally hazardous areas as open space.

Recommendations are summarized and listed under priorities that are indicated by three periods of time. Those within the "A" rating fall in the first year. "B" rated priorities are for the following two years. "C" priorities, all less detailed, are for the next three years.

Program Delivery

Well over 100 volunteer groups organize recreation activities in this community. Two school boards, Sault College, the private/commercial sector and the township add to, support or encourage the delivery of services. However, there is little co-ordination of recreation resources. Each provider tends to operate as a separate entity.

The plan empahsizes a co-ordination and leadership function for the municipality - a logical follow-up to the initiation of the study and the development of co-operative planning. It recommends the amalgamation of the two functioning committees (the recreation and the arena and grounds committees) into one municipal recreation committee that will carry out their combined responsibilities. As well, the minicipality accepts the responsibility to establish a leisure services department and appoint a director.

The plan identifies such responsibilities as the following for the new committee and department.

- To assist other institutions, agencies, groups and individuals with the provision of leisure opportunities.

- To encourage emerging and established community groups through a program of community development and leadership training.

- To provide direct program activities when no other organization or group is willing or able to do so.

- To meet emerging community needs by testing and experimenting with new program opportunities.

- To broaden personal awareness about leisure by providing leisure education.

- To co-ordinate the provision of leisure services.

- To maintain indoor and outdoor recreation facilities.
- To monitor, continuously, the interests and needs of township residents and maintain an inventory of resources to meet them.

The statement of purpose recommended for the new department is -

- To assist individual and community development.
- To improve the quality of life in the township.
- To enhance social functioning.

Standards

A community-specific standard for open space is recommended. it includes land owned by the municipality, the school system and other agencies, providing it can be used by the public.

- Open space at the neighbourhood level - 1.8 hectares per 1000.
- Open space at the community level - 11.8 hectares per 1000.

It is further recommended that 7.8 hectares of the total open space be provided by the minicipality and 1.8 hectares per 1000 be provided by the educational system. At least 35 percent of this land will be well drained, reasonably level and suitable for outdoor sports.

Midland

(12,000 population)

Midland, a town of just over 12,000 people, is located on the south shore of Georgian Bay.

The master plan (November, 1983) documents include five separate reports.

- Resource inventory.
- Public participation: a background report.
- Park-site drawings and facility maps.
- Final report.
- Summary report.

The first two provide an outline and analysis of the data and information collected. The third is a visual presentation of the facilities provided and proposed. The final report is the major master plan document. The summary collects and organizes all recommendations made throughout the various sections of the plan.

The sections of the resource inventory include -

- Introduction.
- Demographic overview.
- Financial data sources.
- Recreation providers.
- Facility inventory.
- Park and open space inventory.
- Program inventory.
- Municipal organization and relevant policies.

Two of the techniques used for obtaining public input are identified and described in the second document.

(a) A group manual (a research questionnaire)
This manual was used to involve community volunteer organizations in the planning process. It addressed a wide variety of topics and issues. The information collected made it possible to prepare detailed profiles for the 41 groups that completed and returned it. It also indicated group expectations of the municipality and gave suggestions for meeting future needs.

(b) A household survey
The survey sample was carefully designed to reach each of five neighbourhoods in the municipality. The questionnaire was hand delivered and collected. The analysis of this data provided a good indication of recreation patterns, activity participation, public expenditure on recreation, levels of public satisfaction and suggestions for improvement.

The final report is organized under the following headings:

1. Introduction
2. Purpose and format of the master plan
3. The planning context, dealing with these critical components:
    - geographic location,
    - existing and future population size and characteristics,
    - existing and proposed supply of leisure services,
    - financial status,
    - existing and projected levels of satisfaction,
    - relevant trends.

4. Parks and open space, including factors considered and subheadings of neighbourhood, community and regional parkland and open space; conclusions and recommendations are included.

5. Recreation facilities - dealing with factors considered, analysis, evaluation, conclusions and recommendations.

6. Programs and services - including the same subheadings as part five.

7. The delivery system, with attention given to the community and municipal systems; (municipal organization and staffing requirements are provided).

8. Capital and operating costs and revenues.

9. Implementation.

In section seven, which deals with the delivery system, the plan recommends that the municipality continue to provide recreation facilities but, at the same time, co-ordinate all leisure resources, facilitate recreation opportunities provided by the voluntary sector and give leadership to a program of community development.

Milton

(30,000 population)

The town of Milton, mainly a rural area on the border of three urban municipalities (Mississauga, Oakville, Burlington), is about 50 kilometers from downtown Toronto.

It lies within the regional municipality of Halton. Since its formation by amalgamation in 1974, there have been dramatic physical, economic and social changes. It now has a population of about 30,000.

Until recently the delivery system for leisure services kept pace with the demand placed upon it. Becasue of the increased population and the variety of citizens' requests, council recognized the need to prepare a new course of action for the next decade.

In order to provide a plan to which all organizations and residents might have input, the master plan committee and the municipal staff agreed to follow these procedures.

- Establish goals and objectives.
- Decide methods for developing the plan.
- Outline processes for public involvement.

- Identify data and information needed.
- Develop guidelines for implementation.

Contact with 108 interest groups, a random sample survey of 700 households and a series of community meetings provided the information needed to complete the plan.

Community Goals and Objectives

The rationale for the master plan (dated July, 1983) is built on two concepts.

1. A hierarchial arrangement of communities and their linkages.
    - (a) level one - neighbourhoods, rural clusters and hamlets of 50 to 6,000 individuals,
    - (b) level two - districts, each having a population range of 2,000 to 30,000; the municipality has three districts,
    - (c) level three - the town of Milton, an amalgamation of all lower level communities within its boundaries; will accommodate a population range of 30,000 to 50,000,
    - (d) level four - the region; a current population of 250,000.
2. The development of a municipal statement of philosophy, goals and objectives for the delivery of public leisure services.

    Municipal recreation is considered to be a vehicle that can be used to meet socially worthwhile goals and objectives in the community. If these goals and objectives can be shown to deal with indirect benefits for non-users of the service, this public sector involvement can be justified. Therefore, the municipality should be involved in the use of recreation to achieve socially worthwhile goals and objectives which will benefit all citizens, not just those who participate in the service.

    Two socially worthwhile goals were agreed upon by the steering committee.

    - Growth and development of the individual.
    - Growth and development of the community.

Twenty-one service objectives were identified (see list below) that relate to these two goals. They provide a framework for structuring municipal resources to meet these goals. The municipality, through the parks and recreation department, should not become directly involved in meeting all 21 service objectives. It will monitor recreation activities in all communities, support and encourage groups and agencies contributing to community recreation and, when necessary, provide critically needed services that cannot be provided by other providers.

SERVICE OBJECTIVES

Growth of the Individual

- health (fitness)
- pre-school recreation
- basic skills for those in school
- social recreation for teens
- basic skills for adults
- recreation for seniors
- interpreting the environment
- reflection
- leisure education
- communication system

Growth of the Community

- spectator sports
- the fine arts
- using seniors in social roles
- family oriented leisure services
- special events
- support to local groups
- social functions
- protection of community natural resources
- beautifying the community

The challenge faced by the municipality and all providers of leisure services will be to identify their respective roles and relationships and, where possible, co-ordinate their respective resources for recreation.

Implementation

The master plan, once accepted, should remain flexible but be compatible with the official plan and the capital and operating expense planning procedure for the municipality. It will be the means for developing short and long term policies and services for recreation.

Implementation of the plan will be under the authority of council and carried out by the parks and recreation department. It is hoped both private suppliers and community organizations will accept a large responsibility for implementation. Their co-operation for following the plan must be constantly solicited.

Assisting and monitoring the implementation of the plan is an on-going task. This will be accomplished by a team comprised of representatives from council, the department and the community.

North Bay

(51,000 population)

The city's official plan was approved in 1974. It included general policies that were relevant to the provision of parks and open space. However, the parks and recreation department continued to deal with the culture and recreation needs of the municipality on a day to day basis without long-term policies and priorities.

The department, in co-operation with the department of planning and works, requested and received from council approval to prepare a master plan that dealt with open space and parkland as well as cultural and recreation needs and resources. This happened in late 1979.

A technical advisory committee was named to supervise the preparation of the plan. This group was made up of three staff from the parks and recreation department, two from palnning and works, one from the conservation authority, one consultant from the ministry and two councillors.

The parks and recreation department hired, full time, a planning technician. This person was a senior graduate student. The planning and works department committed the equivalent of a three-man day per week to the study and preparation of the plan by a senior planner. It was agreed the technical advisory committee would hire outside help, as required.

A technical background report was prepared first, at the completion of the data collection stage. The report dealt with changes in community need that are likely to take place during the next two decades, establishing priorities, and indicating operational strategies to ensure the maximum use of scarce financial and human resources. it identified the major providers of recreation programs, prepared facility and program inventories and defined nine planning districts. It also gave an overview of the city and the department, past and present demographic characteristics, and anticipated future conditions.

Citizen involvement, during the preparation of the master plan, was obtained through -

- Public meetings, held at various planning stages.
- Questionnaire surveys.
- Neighbourhood workshops, organized during the analysis stage.

The parks and recreation master plan (final report) was presented in 1981. It indicates a review of the plan will be carried out every five years and be done in four stages.

- Examine the terms of reference for flaws in the basic premises of the study.

- Review data collected and analyzed to check on the predictions made and how these correspond with reality.

- Review goals, objectives and policies to see if these should be revised.

- Examine the implementation schedule and readjust this as found necessary.

Orangeville

(14,000 population)

The town (about 14,000 and growing) is uniquely situated on the scenic Niagara Escarpment, north of Brampton. As well as its own parks and open spaces, school grounds and adjacent conservation areas, it is within 20 kilometers of four other major conservation areas and three proposed provincial parks.

The master plan (dated March, 1983) is defined as being -

1. A review of the community (what is happening in the leisure-recreation delivery system; its strengths and weakness).
2. A specific community planning process to aid council in its decision making over the next five to ten years with respect to this delivery system.
3. A method of anticipating problems that may occur over this period of time.

It is a management tool for those who make recreation decisions. It provides the framework for a review of the delivery system.

Preparation of the master plan consists of five major phases.

- Research and data collection (including detailed inventories of resources).
- Analysis and evaluation (with input from and with the help of citizens and community groups).
- An interim report.
- A draft master plan document.
- The master plan and summary.

Open Space

A hierarchy of open space is defined, characterized and analyzed. This includes -

- Dwelling clusters.
- Sub-neighbourhood (a service area that rarely exceeds two or three blocks; includes a population range of 400 to 750 people).
- Neighbourhood (five to eight subneighbourhoods, usually centred around an elementary school; population range of 3,000 to 4,000 people).

- Community (usually associated with a secondary school, population range from 12,000 to 15,000 people).
- Town wide and unique beautification areas (specialized parks or areas to preserve historical or natural areas for the entire town).
- Regional (active recreation areas for team play and senior level competition; more passive, specialized land reserves for conservation).

Report Sections

The master plan has three detailed sections dealing with

1. public participation program
2. management structure of recreation
3. futures.

Only one of these is mentioned here.

The section of "futures" has five sub-titles.

- Introduction.
- Economic characteristics.
- Demographics.
- Technology.
- Summary.

The introduction for this section suggests "...Anticipating change means that the recreation master plan is only the beginning. Planning is, by its nature, an on-going activity...."

The plan recommends a five-year review.

Oshawa

(119,000 population)

This city of 119,000 is located on the shore of Lake Ontario, east of Toronto.

The community programs section of the recreation division for the city provides a list of the facility standards they are currently using. These are found in Table VIII on this page.

Table Number VIII

Recreation Facility Standards for Oshawa

OPEN-SPACE STANDARDS

Service area	Maximum space/1000	Approximate Size
neighbourhood	0.8 hectares	less than 4 hectares
community	0.8 hectares	4-12 hectares
city	2.4 hectares	12 hectares plus
region	5.2 hectares	30 hectares plus

FACILITY STANDARDS

Facility	Standard
• swimming pool	
major indoor	1/100M
community indoor	1/48M
community outdoor	1/38.5M
spray pads	1/28.8M
• arenas (ice pads)	
major indoor	1/100M
community indoor	1/19.2M
community outdoor	1/100M
• community athletic field	1/11M
• community and neighbourhood centres	1/60M
• major performing arts centre	1/100M
• visual arts centre	1/100M

Facility	Standard
• field sports	
baseball	1/24M
softball (children)	1/2.7M
softball (adult)	1/2.7M
soccer	1/2.8M
football/rugger	1/30M
cricket	1/100M
golf (18 holes)	1/100M
• court sports	
tennis (outdoor)	1/5M
tennis (indoor)	1/20M
squash	1/23M
raquetball	1/30M
• other	
lacrosse	1/58M
field house (with gym)	1/100M
bocci	1/38.5M
horseshoes	1/30M
stadium (major)	1/100M
civic centre	1/100M

Petrolia

(4,000 population)

This municipality has no master plan but it has a joint agreement with neighbouring municipalities for the operation of two specialized facilities.

The town provides, for its own citizens, a community program of recreation and community centres. The operation, maintenance and management of parks is under one by-law and a board of park management - referred to as the Petrolia parks and recreation board.

Because the two specialized facilities (an arena and a swimming pool) also serve five neighbouring municipalities, a clause in the by-law authorizes the local board to work jointly with these other municipalities. This is done through a sub-committee made up of one elected official named by each of the six councils.

The joint agreement is working and accomplishes financial management for the facilities.

Pittsburg

(9,000 population)

The master plan (dated May, 1983) for this municipality, examines and comments on all areas of the municipal recreation program. It provides council, the municipal staff and the recreation committee an assessment of what currently exists. It makes 105 recommendations for the future development of programs (22), facilities (18), open space (11), delivery of programs (49), and tourism (5).

As well as having the usual mixture of rural and suburban communities to serve, the township has a number of unique characteristics.

- It borders a large city, Kingston.
- It contains four federal institutions: two penal, one Armed Forces Base and one military college.
- Parks Canada controls and operates, within its boundaries, the Rideau Canal and two islands in the St. Lawrence Islands park system.
- The St. Lawrence Parks Commission controls provincial park facilities.
- It has a number of historical, tourist attractions, all operated by another level of government, including Kingston Mills, Old Fort Henry, and the first Heritage Conservation District in Ontario at Barriefield.

Other than the economic impact of tourists attracted to the area, these "outside" jurisdictional areas and facilities have little effect on the township recreation program.

Renfrew

(8,000 population)

In 1980 the town named a study committee to prepare a master plan for the municipality. This committee included citizens, councillors, members of the recreation authority and staff. It was assisted by outside consultants. One of its tasks was to review and bring up to date a plan for park development that was prepared in 1974.

The study committee examined such topics as -

- The factors affecting small towns in the 80's.
- Issues, problems and concerns as identified by citizens; these included, the role of the municipal authority, program and support services, community co-operation and environmental planning.
- The provision of areas and facilities.

The report outlines and recommends to the municipality -

- A statement of purpose and goals.
- A plan of action that identifies objectives for each stated goal.
- A restructuring of the recreation authority and the department.

An abbreviated summary of the responsibilities outlined for the recreation authority's three subcommittees follows.

The Program Services Committee

- Consult with all community groups each year to review their programs and determine their level of need for staff, facility time and funding.

- Initiate a recreation advisory service to individuals and groups that will encourage participation in activities.

- Assist with the formation and development of new clubs or self-determining groups which can meet the needs identified in the community.

- Review all direct programs offered and discontinue those which can be offered by other community agencies, clubs, organizations or groups.

- Establish priorities for those programs still to be offered and organize a co-ordinated financial support plan for recreation in the municipality.

- Establish strong communication links with all social service agencies in the community.

The Areas and Facilities Committee

- Operate all areas and facilities owned by the municipality.
- Develop policies and the budget for the municipal program.
- Co-operate, as required, with the other two subcommittees.

The Planning and Development Committee

- Encourage preservation and improvement of individual neighbourhoods through organizations and groups.
- Conserve the character and heritage of the downtown area, the square, civic parkland and the entrance to the town.
- Improve existing park and recreation areas through a maintenance and beautification program.
- Acquire and preserve as parkland those lands that show great potential for future development.
- Plan and develop buildings and specialized outdoor facilities, in phases, as indicated by economic feasibility.
- Plan co-operatively with the library board to incorporate a theatre and art gallery in the proposed library extension.

Detailed plans are provided for the future development of parks and recreation facilities in the municipality.

The report includes an impact study of a proposed commercial theme park to be built in the area. The 12 million-dollar, 705-acre development, featuring the early timber trade in the Ottawa Valley, will affect the municipality. However, its influence on the use of municipal recreation facilities is projected to be negligible.

Thunder Bay

(111,000 population)

The city prepared and adopted a master plan in 1972. Since then the staff of the department has completed a series of research projects, studies and reports on a variety of topics. Two of these reports are referred to here.

1. Park Standards Policy

The preparation of this report went through four drafts and was adopted by council in 1981. It provides a detailed set of guidelines or rules that coordinated the department's finances and energies in a planned way. It covers the establishment and general development of the various sites which make up the city's park system. The general park standards statement follow.

For each type of park within the system, several components are defined.

Size	The size of a parcel of land used for park purposes and measured in acres or hectares.
Service	Studies conducted in Thunder Bay and other communities indicate that certain types of parks only attract users for a specific distance from the edge of that park. For instance, it is known that 80 percent of neighbourhood park users live within 0.4 km (1/4 mile) from such a park. The service is measured as the distance from the edge of the park.
Development	In order to ensure that there is flexibility in the usage of any park, it is necessary to leave a portion of that park undeveloped as a reserve for future consideration. This is usually shown as the percentage to be developed.
Function	Each type of park has a different purpose for being developed: some are for organized sports, others for spontaneous recreation, with others for passive pursuits.
Accessibility	Each type component refers to the ability of the user to get to the park and usually refers to the mode of travel.
Site Location	Generally speaking, the place within the community where the park should be ideally located. This component allows for the centralizing of parks within new plans of subdivision.
Future Requirements	General direction is given to the municipality in the future acquisition and development of sites.

Each type of park has a similar statement and the city parks found in this category are described in detail. The classification used includes: parkettes, neighbourhood parks, community parks, regional parks, sub-playfields (usually combined with a school), playfields, special parks and facilities and linear parks.

The report includes sections that deal with: specific site-size requirements, accessibility, subdivision standards, land acquisition policy, and land disposal policy.

2. Trail System Master Plan (prepared in 1980)

In 1977 Council approved a report and a conceptual plan (prepared by the planning department) that established goals for developing a bicycle path system in the city. The intent was to link local focal points, the university, the college and major park areas. The parks and recreation department fashioned this concept into an integrated bicycle path system.

The ultimate goal is to develop a totally separate and independent trail system for the exclusive use of bicyclists, pedestrians and cross-country skiers.

At this time, the signed system is made up of four different types of trails.

Class I - paved and separate from the public road system.

Class II - sidewalks converted to accommodate both bicycle and pedestrian traffic.

Class III - shared public roadway with special bicycle lanes.

Class IV - shared public roadway with no special lanes.

Council has established and follows four levels of priority for this planned development of the trail system.

GLOSSARY
OF
TERMS

GLOSSARY OF TERMS

This section of the manual establishes a basic vocabulary that can be used as a means of communication. It is made up of recreation, planning, open space, construction and building or facility terms. The definitions are intended to create an awareness of the terms and give a simple statement of their meaning. They are not expected to explain, fully, all of the terms used - some of which still lead to controversy within the profession. Some of the terms are technical or may have a legal implication. This is especially true with construction terms. Expert advice and guidance are strongly recommended when these terms are involved. The purpose of this glossary is to provide a basic understanding of such terms.

Recreation Terms

BUDGET (Municipal Recreation)

A statement that indicates anticipated revenue and expenditure for a given period of time, usually a calendar year. It is prepared by the recreation committee with the assistance of the recreation staff and is presented annually to the municipal council for adoption and approval. The difference between the anticipated revenue and the expenditure required to operate the program or the facility is the allocation expected from the municipal council. Usually, when the budget is approved by council, the committee is permitted to operate the program or facility without interference by council as long as the budget is followed and the best interest of the municipality is served.

CAPITAL EXPENDITURE

Funds allocated for the acquisition of large costly equipment or property; the construction, addition to or replacement of recreation areas or buildings.

CAPITAL IMPROVEMENT

An improvement made to a facility through a capital expenditure.

CERTIFICATION

A process of peer evaluation and recognition carried out in the province by the Parks and Recreation Federation of Ontario.

COMMUNITY DEVELOPMENT

A process through which municipal personnel can implement their goal of fostering self-help or self-sufficency within a neighbourhood or community. It is a program in itself that encourages citizen participation in all decision making situations.

COMMUNITY, GEOGRAPHIC

See **Planning Terms** section for definition (page 90)

COMMUNITY INTEREST

A grouping of people with like interests (i.e. cultural) and which may cut across the boundaries of several geographic communities.

COMMUNITY RECREATION

Made up of all types of facilities and activities and all forms of programs planned and operated by all groups, institutions and agencies in the municipality. This is the total sum of all recreation opportunities in the community, including the programs, facilities and services provided by the municipality.

COMMUNITY SCHOOL

Every community needs a facility which can serve as a centre for community events. Such a centre should be centrally located, accessible to people and a symbol to the community. Schools, even as presently constituted, contain most of the elements of a community centre.

A community school program means much more than extended use of school facilities. Such a program is designed -

- To increase the knowledge of the community about the school and its services to the community.
- To encourage the co-operation and involvement of other agencies.
- To extend the school as a cultural resource in the community.
- To build a sense of involvement and commitment in the school as a centre of service in the community.

Seen in this light, such programs are by nature evolutionary. They are not imposed upon communities but are encouraged and allowed to develop according to the interests and insights of the people. The concept is, or can become, a central, cohesive force for the benefit of all who share it.

CONSENSUS

This is one way to solve a problem, issue or concern following group discussion. The participants reach an agreed-upon decision without voting or using a ballot.

CONSULTANT, EXTERNAL

A person from outside the agency or group who has expertise in a particular skill or skills (i.e. planning, groupwork, management) and who assists the staff or group to plan, to bring about change or to solve a problem.

CONSULTANT, INTERNAL

A member of the recreation department's staff who has been hired for a particular skill or skills and who will work with other staff members or community groups to plan or to solve problems in that skill area (i.e. a volunteer co-ordinator).

CONSULTANT, MINISTRY

A member of the Ministry of Tourism and Recreation staff who assists municipalities or community groups to plan the recreation facilities, programs or services.

DAY CAMPING

A program in an outdoors, natural environment that provides a small group experience under trained leadership. The participants are, usually, bussed and are away from home during most of the daylight hours.

DEBENTURE

A means of borrowing or raising money, usually by a municipality or an institution, often without security offered, and on which interest is paid.

DEGREE

The recognition given to a recreation student who successfully completes the program of studies offered by a university.

DIPLOMA

The recognition given to a recreation student after successfully completing the prescribed program of instruction offered at a college of applied arts and technology.

DIRECTOR, AREA

A recreationist who has the education and experience necessary to be responsible for the municipal recreation services within a specific geographic community.

DIRECTOR, CENTRE

The executive officer in charge of administering the facilities, staff and program within one recreation unit or complex.

DIRECTOR, RECREATION

A qualified and, usually, certified person employed by a municipality to work with a municipal recreation committee as an adviser and an administrator to provide a program of recreation services.

DISABILITY

Physiological or psychological loss or impairment of function due to illness or injury. Depending on the extent of the disability or compensatory ability of the individual, there may be little or no handicap as a result. Disability can be temporary or permanent.

FACILITATOR

A person who helps other persons or groups to review what is happening and bring about the desired objectives of those who are directly involved.

HANDICAP

A personal interpretation of the effect of a social or economic disadvantage, of an illness, defect or disability. The degree of handicap may not be related to the actual problem but may be affected by lack of information or preconceptions.

JOB ANALYSIS

A means of studying, in an orderly way, the duties, skills and requirements of a job. It reveals both the job description and the qualifications required.

JOB DESCRIPTION

A statement setting forth characteristics, duties and responsibilities of a specific recreation job or position. The term is synonymous with job specification.

JOB QUALIFICATION

A written statement of the minimum employment requirements or standards which must be met by an applicant for a specific position.

LEADERSHIP

The ability of a person to influence others by recognizing goals of common interest and stimulating or guiding them to achieve these goals.

LEISURE

There are two schools of thought about this word. One relates it to a state of being (experiential) in which an individual acts freely according to his or her own dictates. The other relates it to time that is free from fulfilling the basic obligations and necessities of life, allowing the individual to select other pursuits. Leisure provides the opportunity for individuals to choose and to participate in activities or pursuits that bring personal satisfaction and enjoyment. It is a life-enriching process that broadens and refines perception of self.

NETWORK

A loose, informal grouping of individuals or groups having the same interest; the linkage is used to share information and reinforce the cause in which they are mutually interested.

RECREATION

Those things that bring personal enjoyment and satisfaction when they are achieved by participating in a freely chosen, self-fulfilling activity. This behaviour must be voluntary and an end in itself, rather than a means to an end. Recreation is the expression of leisure. It is one medium through which an individual or group of individuals may improve the quality of life. It is a positive force for individual growth and development.

RECREATION, ACTIVE

Activities that allow physical participation by an individual or group.

RECREATION ACTIVITY

A medium through which one meets interests and needs that are not satisfied during other activities. Participation in a recreation activity usually takes place during what is called leisure time and may be of a passive or active nature.

RECREATION, PASSIVE

Activities that allow an individual or group to listen, watch or enjoy quiet relaxation. Physical activity is at a minimum.

RECREATION, COMMERCIAL

All activities and facilties operated privately as a business, for profit, such as theatres, bowling alleys and entertainment parks.

RECREATION COMMITTEE, MUNICIPAL

A committee of council named annually by council. It is responsible to council for all its actions and expenditures. It is usually made up of seven to twelve members, two of whom are councillors. In some large cities the committee is made up entirely of councillors.

RECREATION, MUNICIPAL

Those activities, services and facilities directly operated by a municipal recreation committee under authority granted to it by a by-law passed by the municipal council.

RECREATION, PRIVATE

A recreation program of activities and services established under the auspices of an agency or organization supported by private funds.

RECREATION PROGRAM, BALANCED

A diversified program of year-round recreation activities and services organized throughout the municipality. It is based on established principles and designed to meet the social, mental, creative and physical requirements of different age groups and different levels of skill.

RECREATION, PUBLIC

This includes all types of recreation activities and services and all kinds of recreation facilities supported by tax dollars. These are operated by public agencies, such as school boards, park boards, community centre boards, arena boards, library boards, museum committees and recreation committees.

RECREATION SERVICES

The provision of programs, facilities, personnel and administrative assistance so that all persons have access to recreation pursuits in which they wish to participate. Such services are provided under a variety of auspices: government at the municipal, regional or provincial level; institutional or armed services; community schools; voluntary and community service organizations and agencies; churches; industries; unions; commercial agencies.

RECREATIONIST

Any person giving full time service of high quality within the field of recreation.

ROLE PLAYING

An exercise in which a real situation is acted out by members of a group. It should present all sides of an issue and provide the information needed to understand what is happening. Through it a group can clarify for its members what needs to be done.

Planning Terms

ASSESSMENT OF NEED

A complicated procedure for discovering what is needed in a community. It may be approached in a variety of ways. Generally speaking, it requires an evaluation of supply (measuring what exists by referring to resource inventories), the identification of citizens' needs, interests and preferences (participation rates plus added involvement if barriers to potential participation were eliminated), an estimation of latent demand (hidden desires that are not currently satisfied), and an examination of recreation trends that will influence future participation.

BIOPHYSICAL RESOURCES

A combination of biological and physical resources that affects planning; i.e. climate, geology, hydrology, soils, plant and animal life; unique or significant land formations.

CASH IN LIEU

The Ontario Planning Act allows a municipality to demand from subdivison developers a specified amount of prime land for park purposes. If, for some reason the land is not required (i.e. the amount of land involved is too small or the need for open space in the community is already met), the municipality may require cash in lieu of this land dedication. This money is generally held in a reserve account and is used for other recreation purposes.

CITIZEN INVOLVEMENT

See **public participation** (page 93)

COMMUNITY, GEOGRAPHIC

An area bounded by natural or man-made boundaries where people share common interests, concerns and attitudes. It is made up of several neighbourhoods. In urban centres a secondary school may be its focal point, surrounded by the elements for living, such as: shopping centres, libraries, churches and recreation facilities. In some cases there is no sharp line of demarcation (one community tends to spill into another). With today's mobility, a community may tend to lose some of its social identity.

COMMUNITY PROFILE

A chart or narrative that provides a descriptive picture of a community. It will include a breakdown of the total population by age (pre-school, children, youth, young adults, adults, seniors); by gender (male, female); by geographic areas (urban or rural neighbourhoods, communities, planning districts, regions) and by special groups (ethnic background, handicap, education, income).

COMPREHENSIVE RECREATION PLANNING

Broadbased, future oriented reviews of community recreation services, usually under the leadership of the municipality that involve all community service providers and investigate all aspects of service provision.

CORRIDOR

A long narrow open space (i.e. valley land, hydro right of way) that links together two or more parts of a park system.

DEMAND ANALYSIS

The collection and analysis of data about people's recreation needs and preferences. When the total participation rate is known, then facility and program requirements can be accurately projected. This system of projecting need is highly theoretical and usually relies on mathematical models for weighing many variables. This is the most flexible and accurate method to assess community requirements.

DENSITY OF POPULATION

A planning term used to describe the relative concentration of population in an area. It is usually expressed as persons or dwelling units per hectare.

DEVELOPMENTAL PLANNING

A type of planning that is long-term (ten to twenty years) and that indicates how to do something (i.e. set objectives or decide on strategy.) It presents the general course of action needed to accomplish a goal that has been set and accepted by all who are involved (council, committee and citizens.) e.g. how to preserve marshland or how to link together all the areas in a park system.

EASEMENT

The legal right (by purchase or agreement) to use another person's property or air space to gain entrance from hydro or telephone lines, sewer or water lines, walkways, or to accommodate an overhang or back filling. Ownership of the space does not change.

FEASIBILITY STUDY

A method of examing in detail the advantages and disadvantages of a particular course of action. It is usually associated with one recreation facility. It identifies the costs and the benefits of several courses of action and becomes the basis for making a decision about the spending of public funds.

GOALS

Municipal recreation goals should be written in broad, general terms and flow from a stated purpose and a statement that defines role. They express a willingness on the part of the municipality to mobilize and co-ordinate the total resources of the community for recreation.

A statement of purpose that is politically acceptable can be found in the 1974 Edmonton Resolution passed by the first Recreation Ministers' Conference -

- To assist individual and community development.
- To improve the quality of life.
- To enhance social functioning.

A statement that is generally acceptable and defines the role of the municipality in recreation is "...To facilitate the delivery of recreation services to the public through the community recreation network...."

Goals provide the means of translating these two statements into a course of action. Goals express ends that are strived for, but not always reached.

GOAL PLANNING

This type of planning covers the longest period of time, likely more than 20 years. It required the acceptance of broad principles or guidelines which state the philosophic basis of the municipal recreation program. Because of their general, long-term nature, goal statements of one municipality may be quite similar to those of another municipality.

HIERARCHY

A system or organizational structure that is graded into different levels of size, use or responsibility e.g. park and open space hierarchy.

NEIGHBOURHOOD

One section of a community, often centred around an elementary school, that tends to have cohesive forces holding it together as a social unit.

OBJECTIVES

Objectives are specific and unique for the municipality stating them. They flow from goals and must be measurable and reasonably obtainable. They are action steps which, upon completion or attainment, represent progress toward the fulfillment of goals.

OFFICIAL PLAN

An official document that consists of texts and maps prepared under the authority of the Ontario Planning Act. It need not be confined to one municipality. It is a statement, once approved by council and the provincial government, that outlines the policy for future growth and development of the area. It deals with such matters as land use, tranportation, urban renewal, urban design, economics and recreation. It states the standards to be used and the time schedule for providing the services. The intention of the plan is to help ensure the health, safety and convenience of the residents of the planning area.

PARK RESERVE ACCOUNT

A bank account maintained by a municipality to deposit cash accepted in lieu of the park dedication required from land developers. It will also accommodate money received from bequests and the sale of surplus parkland or open space. This accumulated money is usually reserved for the purchase or development of parkland.

PLAN

A strategy to make things happen, accompanied by a statement of policies that guide the action toward specificed goals and objectives.

PLANNING

The process of deciding what you want to do or wher you want to be and how you are going to do it or get there. The simplest definition that gives equal emphasis to all of its components is "...A cyclical process that allows interaction between the people involved and their resources. It enables those participating to determine, implement and evaluate a course of action that is designed to help them achieve desired goals and objectives...."

PROCESS

The way in which an action or a procedure is carried out. It deals with "how" something happens rather than the content of what is done.

PROGRAM PLANNING

A type of planning that is done annually. It deals with implementing the decisions made in the other three types of planning (i.e. goals, developmental and comprehensive). It gives immediate attention to such things as budgeting, staffing and management practices.

PUBLIC PARTICIPATION

A concept where interpretation and practice varies widely throughout the province. What is public participation in one municipality (i.e. public meetings) is tokenism in another. In planning it indicates citizens are involved throughout the process, making or helping to make the decisions that will affect them or the community where they live.

REGION

Common use indicates a segment in the hierarchy of geographic areas. The provincial government has, by legislation, defined and outlined the responsibilities for 13 regions, i.e. Metropolitan Toronto Region.

RESOURCE INVENTORIES

It is essential that all existing recreation resources be identified and evaluated. These will include all public, private, commercial, industrial and community resources, such as -

- Program or activity inventories.
- Building or structural inventories.
- Park and open space inventories.
- Community leadership inventories.
- Group, organization and agency inventories.
- Commercial and industrial programs and facilities.

SECONDARY PLAN

An amendment to an official plan that provides a more detailed set of policies for a specified area of the municipality - usually a group of residential neighbourhoods or a designated commercial district.

SET BACK

An agreed upon distance between the edge of a street, a ravine or water and the area where building or development may take place.

SITE PLAN

Detailed drawings for one facility and the area surrounding or comprising it.

STANDARDS

Norms established by authority, custom or general consent to be used as criteria and guides in establishing, designing and evaluating areas, facilities, plans, leadership or program.

STANDARDS, COMMUNITY-SPECIFIC

Standards that are community-specific are selected following careful consideration of such factors as -

- The location, accessibility and function of the facility.
- The social, economic and ethnic composition of the population.
- The age, density and distribution of the population.
- The climate and physical nature of the community and its surrounding region.

STRATEGY

The process of devising and implementing methods and techniques that will carry planning into action. It requires the allocation of total resources, while considering the two variables of objectives and restrictions.

TERMS OF REFERENCE FOR PLANNING

This is usually the starting point for planning. It requires answers to such questions as -

- Why is the planning needed?
- Whose responsibility is it to develop the plan? (i.e. the municipal council will likely delegate this to the recreation committee or to a special steering committee)
- What will the planning accomplish? (i.e. goals and objectives)
- What physical or financial limitations exist?
- What issues, concerns or problems are to be considered?

USER DAY

The use of a facility for one day by one person.

USER DEMAND

A method for determining space and facility needs in the future by using a mathematical formula to measure the anticipated participation rate. With this information the space required to meet facility needs is then projected. The method is theoretical in nature and relatively new to recreation. Because of its accuracy and flexibility, it will be used extensively in the future.

USER VISIT

The use of a facility by one person.

Open Space Terms

AIRFIELD

A non-commercial site designed for landing light aircraft, usually in a rural area. It may provide facilities for skydiving, sailplaning or gliding.

AIRPLANE, MODEL, FLY AREA

A designated open space, away from residential areas, permitting controlled model plan flying. It should be away from an airport if radio-controlled planes are used.

AMPHITHEATRE

Usually, an open air, oval or circular space, where the natural slope of the earth's surface allows viewers to sit on the ground or on seats cut into the ground. The stage is placed on flat land at the foot of the slope.

ARBORETUM

An area, often connected with a botanical garden, containing collections of deciduous trees, shrubs and hedges known to grow in a given locality. It is designed for scientific, aesthetic and educational purposes.

ATHLETIC FIELD

An area designed and equipped for various individual and team sports. It may be combined with a secondary school or a community park.

BEACH AREA

A tract of land (including the shore of a lake, river, stream or artificial pond) developed to provide such things as swimming, picnic areas, parking spaces, areas for games, a bath house with washrooms and a concession for refreshments.

BIRD SANCTUARY

A protected, natural habitat reserved for birds. May be operated or subsidized by provincial or federal governments.

BOTANICAL GARDEN

A large area of land developed to combine some of the functions of a university, museum and an experimental station, with the informal recreation aspects of a park system. Its plant collections and natural features are used for experimental research, educational display and passive recreation.

BOWLING GREEN

A level lawn (usually of bent grass) that is divided into rinks surrounded by a gutter and embankments. It is used for the playing of bowls.

BUFFER STRIP

A strip of land which is intended to separate two incompatible land uses or zones. it should act as a barrier for both vision and sound.

CAMP, DAY CAMP

An area where children can learn to appreciate and enjoy nature. It is far enough away from the population centre for them to be "captive" for the day, yet close enough so the cost of transportation will not be prohibitive. Absolute privacy is essential if the objective of day camping is to be achieved. The site should provide a wooded area, hills or uneven contours, a clearing or open area that is relatively flat, a small stream, and minimum sanitary and shelter facilities.

CAMP, RESIDENT

An area set aside where people can live, primarily outdoors, for periods longer than one day. Basic facilities are provided for public convenience and safety. It may provide facilities for sleeping, eating, sanitation and swimming for a program of recreation and education.

CAMP, TOURIST

A services area for tents, trailers, and other camping vehicles. It provides electrical power, sanitation, washing and recreation facilities.

COMMON

A tract of land, originally a pasture, considered to be the property of the community. It is open for the use of all citizens.

CONSERVATION AREA

Land and water areas set aside to conserve and protect natural resources and to stabilize the watertable. Recreation and educational services are usually provided. Area is under the jurisdiction of a conservation authority.

COUNCIL RING

An area provided within a resident or day camp. It is circular in shape and provides a seating arrangement facing the centre of the ring where a program of story-telling, singing or folklore can be staged.

ESPLANADE

Level ground used as a walkway. It is an early, historical term indicating level space between a fortress and the buildings being protected.

FISHING AREA, PUBLIC

A controlled, stocked, water preserve which, during certain months of the year, is open for public fishing.

FRAGILE AREA

Open space that is susceptable to change and has little tolerance for human use. It may be a combination of land and water (such as a bog or swamp) that provides a natural habitat for plants and animals that need protection.

GAME PRESERVE

A large tract of land set aside in a rural area and left undeveloped for the purpose of protecting wildlife.

GARDEN, PUBLIC

An area that is open to or used by the public. It may be ornamental and noted for the beauty of its design and vegetation. Or, it may be divided into small plots that are intensively cultivated by citizens who use what is produced.

GREEN BELT

A strip of land, usually a mile or more in width, surrounding an urban area. It may contain farms, golf courses, scattered housing, and is intended to separate one urban area from another.

GREENWAY

An irregular strip of land on each side of a creek or stream with a minimum width of 30 metres. It may connect two park areas or may originate from a park and follow the water course for some distance to connect with a roadway as an exit. It is usually dedicated as a natural park.

HAZARD LAND

An area that is "hostile" because it is subject to periodic, uncontrollable, natural phenomenon, i.e. flood plain lands or unstable slopes.

HYDRO RIGHT OF WAY

A cleared, straight, ribbon of land for hydro tower installations. No structure may be placed within this area but free play areas, walkways, cycle or bridle paths and snowmobile trails may be accommodated with the hydro authority approval.

NATURE RESERVE

A large tract of land retained in its natural state. It may come under the jurisdiction of the regional, provincial or federal government.

NATURE TRAIL

A path that wanders through a natural park or conservation area, allowing people to enjoy the surroundings. Trees, shrubs and plants are often named with permanent labels for identification purposes.

OPEN SPACE

All space (public and private) that is open to the sky and is used or has potential use for public recreation, i.e. an activity or visual exploration. It serves people in a physical, educational, aesthetic or protective way.

OUTDOOR ARTIFICAL ICE SURFACE

An outdoor area designed to provide ice by mechanical means. The pipes carrying the refrigerant may or may not be permanently embedded in concrete. When they are, the paved area can double as a play area in the summer. A building is located beside the rink to house the equipment and provide change rooms, washrooms and refreshment concessions. Some recreationists question the value of this facility, even when a roof is added.

OUTDOOR THEATRE

An outside area used to present plays, pageants or concerts. It is constructed in a natural setting and uses grassy slopes, concrete steps or portable benches as seats.

PARK

An area permanently dedicated for recreation and aesthetic purposes and generally characterized by its natural, historical or landscaped features. It is used for both passive and active forms of recreation and may be designated to serve the residents of a neighbourhood, community, region or province.

PARK, AREA

Synonymous with **community park.**

PARK, COMMUNITY

A large, multi-purpose site, preferably located beside a secondary school. This area can be developed to serve a geographic community.

PARK, NEIGHBOURHOOD

An area of open space designed to serve a neighbourhood. It is usally under 4 hectares in size and contains recreation facilities for all age groups, including a passive area. If possible, it should be located beside or combined with an elementary school play area.

PARK, PROVINCIAL

An area of land under the jurisdiction of the provincial government that is designated for public use.

PARK, PUBLIC

Open space that is designated for public recreation purposes. It is developed, supported and managed by some government. It is open, usually free of charge, to the general public.

PARK, REGIONAL

An area of more than 20 hectares that is located and designed to serve several communities in more than one municipality. It may be a conservation area or one containing major recreation facilities.

PARK, THEME

A public area or commercially-owned land that is developed around one central theme, such as children's fairy tales, historical background or water.

PARK, VEST POCKET

A very small, carefully designed, open space, usually in an area of high population density. It may have active plan equipment or provide a decorative, passive, sitting area.

PARKETTE

A small area of land, usually less than half a hectare in size, used for passive recreation or decorative purposes.

PEDESTRIAN WALKWAY

A safe, cleared, natural or artifical surface that provides pedestrian access through parkland or to public open space. May be adjacent and parallel to a public thoroughfare.

PLAY COURT

A permanent surface of asphalt, concrete or similar material, located in a neighbourhood or community park or an elementary or secondary school playground and used for various games. The surface may be large enough to be used as a base for a natural ice rink in winter.

PLAYGROUND

An area, often adjoining a school, used for children's games or physical recreation activities. It usually includes play apparatus.

PLAYGROUND, ADVENTURE

A play area designed to stimulate the creativity and imagination of children. it frequently includes tools and materials so children can construct things of their own design or experiment with earth, water, sand, wood and other materials. It is designed for natural and secluded play settings by using trees, shrubbery and elaborate mounding with earth. It needs leadership that stimulates and guides but does not dominate.

PLAYGROUND, CREATIVE

An area designed to stimulate a child's imagination and to foster creative play. It includes natural and secluded play areas using trees, shrubbery, elaborate mounding and ambiguous play equipment. It provides manipulative equipment such as water, sand, boats, logs, building blocks and wagons. The playleader is a kind, understanding and unobtrusive person who does not interfere.

PLAYGROUND, TRADITIONAL

An area within a neighbourhood or community park or developed in conjunction with an elmentary school. Contains static play equipment such as swings, slides and teeter-totters. The equipment is meant to be manipulated in a certain predetermined manner. Such equipment fails to provide the challenge needed by a child and is often misused.

QUIET GAMES AREA

An area (usually wooded), set aside in a neighbourhood, community or regional park, where instructors can provide a passive program of story telling, or quiet activities such as giant checkers, marbles and quoits. These may be permanently provided for participants of all ages.

RESTRICTED AREA

Land that is controlled in its use, usually by a zoning by-law.

RIDING PADDOCK AND RIDING TRAILS

Usually a privately developed facility to serve a resort, camping area for those who live within a region.

SANCTUARY

A large tract of land set aside as a protected, natural habitat and reserved for all wildlife.

SCENIC DRIVE

A road or highway designed to offer the public a view of exceptional landscape features and planned to offer passive recreation.

SPORT FIELD

An area designed and equipped for a variety of team sports. See also **athletic field.**

SPORTS COMPLEX

A large area (at least 20 hectares) made up of playing fields for highly competitive sports and their required structures. It is a drive-to facility that, usually, serves a region.

SQUARE

An open space in an urban centre formed by the intersection of four or more streets. It is often landscaped and used as a park.

TOT LOT

An area of land (usually less than one hectare) containing play equipment and recreation facilities for preschool children. There should be a sitting area for adults. Preferably part of a neighbourhood or community park.

ZOO

A large tract of land, structures and buildings used to display wild animals and birds from around the world in as natural a habitat as possible.

Construction Terms

As already identified at the beginning of the glossary and more specifically in the part that deals with implementation, several of these terms are technical or have legal implications. Each has a specific meaning and application.

The definitions used below will do no more than create an awareness of such terms. For instance, the subject of liens requires a lengthy and complex explanation that is only found in a good reference such as

- **The Contractor's Guide To Construction Law,** by E. J. Brogden: published by McGraw-Hill Ryerson Limited, Toronto, 1984.

ADDENDUM

At various times, before and after a construction contract is let (signed), changes will be desired by the owners, designers or contractors. Ensure that a procedure is established (in writing) to allow for these changes to be made, specifically stating how changes in costs, materials, and extra fees will be handled. All addenda (extras) should be approved by the owner and those who are providing advice, before written authorization is given to proceed with the change.

BID BOND

This is money, in the form of cash or certified cheque, deposited by the person or firm tendering for a construction contract. It is usually five to ten percent of the anticipated cost of the project, as estimated by the owner or designer, and is payable to the source of the contract. It ensures that the bidder intends to enter into a construction contract if awarded the tender.

BID DEPOSIT

Sometimes wrongly confused with "bid bond". This is cash or a cheque left with the designer or owner in an amount deemed suitable to cover the printing costs of the tender documents, such as drawings and specifications. The deposit is refunded in full when the tenderer returns in undamaged condition, the tender documents.

BID DEPOSITORY

This is the place where prequalified general contractors and sub-trades can pick up or study tender documents for a construction project (drawings and specifications), as well as submit their quotations and firm prices prior to the final closing date and time for the overall project. It may be within a construction association office or an office of the architect or designer.

BOND, PERFORMANCE

The source of the construction project (owner) should require a performance bond of 50 to 100 percent of the contract price from the successful bidder for the work. This will ensure that the contractor has the necessary financial capacity to complete the project. Rather than using cash or a certified cheque, a bonding company will often file bonding support. In the event the contractor defaults (does not finish the work) the owner may claim from the bonding company the funds required to complete the project as designed and specified. Bonding requirements usually restrict bidders to those who are financially capable of doing the work.

BUILDING PERMIT

Secured by presenting a plan sketch or drawing to the municipal building department, accompanied by a token fee. Following assurance of compliance, a certificate will be issued in the name of the owner (recreation committee) or will be presented to the contractors to display throughout the construction phase.

CLERK OF THE WORK

An owner who does not have in-house resource personnel may hire an independent person to work on the site while construction is underway. The clerk represents the owner and must be familiar with all aspects of the work as it progresses, attend all job site meetings and report in written form all delivery of materials and completion of work.

COMPLETION, SUBSTANTIAL

The exact time an owner occupies a project is very important to avoid warranty and lien problems. Generally, 90 percent completion is considered to be substantial. To ensure all legal rights, the owner should insist that all inspections (fire, health, hydro, building) have been made and are verified in writing. Similar verification, regarding the project, should be received from the engineers involved or the project manager.

FAST TRACK

A method of design and construction that allows actual work on a project to begin on the site while details of design and engineering are still being worked out. For example, footings and foundations may commence prior to finishing structural roof details. This procedure, while intended to save time and, therefore, money, should be undertaken with great caution by all parties concerned.

GEOTECHNICAL INVESTIGATION

Often called soil tests. This work is essential at a very early stage of site selection. It determines such factors as ground water, drainage, rock formation, soil chaeracteristics and land bearing capacity.

The water retention capacity of the substrata can greatly affect an arena floor slab or a swimming tank structure. Regardless of the project type, at least one bore should be extremely deep and located at a critical spot on the chosen site. Most recreation construction projects require specialized geotechnical tests otherwise such significant factors as former land-fill sites, bogs, stream beds or wells may be missed. Cost for this investigation is considered an extra and assessed to the owner, plus such other costs as overhead and interpretation.

HOLD BACK

Most recreation authorities insist on a percentage hold back from the contract price for a fairly long period of time. The architect or the municipal clerk should be able to advise on current policy and practice. it may be necessary to receive in writing manufacturer's warranties for equipment or parts of a structure. When time is a problem (winter works) it may be necessary to devise a system of penalties and bonuses as an incentive for finishing the project on time, but these should be fair to all concerned.

LIEN PERIOD

This time, measured in days, allows sub trades and suppliers to receive payment for their work and materials.

MECHANICAL LIEN

This action requires a court order against the project. It prevents the takeover of the building by the owner until the lien has been settled.

PRELIMINARY DRAWINGS AND SPECIFICATIONS

Many project designers will present these to the owner before working drawings and tender documents are prepared. It is critical that these be examined thoroughly and that necessary changes are made before the work continues. Any changes made during the final stage will result in addenda and extra charges.

PRIME CONSULTANT

This person is hired by the project owner for a percentage of the construction cost plus disbursements. It may be an architect, engineer of specialist familiar with the facility being constructed. The individual is professionally responsible for preliminary design, material selection, budget preparation, cost control, tendering, final inspections, equipment, deficiencies, training manuals for staff, and approval of all payments to contractor.

PROJECT MANAGER

This person is the firm or individual hired by the owner to co-ordinate the construction project and represent the municipality on the site. The responsibilities of the project manager are similar to those identified for a prime consultant.

PROPOSAL CALL

The sizes, colours, quantities and qualities of materials to be used may be difficult to compare in different tenders. Here those tendering are required to submit designs and firm prices based on general outline specifications.

SOIL TESTS

See **geotechnical investigation** (page 104)

SPECIFICATION

A detailed narrative of the types of materials, components, colours, weights, quality and a method of installation or assembly for every part of a building, structure or design, together with the engineering. This document is usually prepared by the designer, consultant or architect and in sufficient quantity so that each bidder can examine a copy in detail before submitting a price to the client in a tender call procedure. Once the contract is let, the plans together with the "spec book" become the official guide to the contractor and project supervisors.

SUPERVISION, CONSTRUCTION

During the construction phase of the project, someone, or a group of experienced personnel, should inspect each phase on behalf of the owner. If full architectural services are engaged, the architect or design team arranges for regular and special inspection and on-site approvals of materials and workmanship. All recreation projects should be supervised by competent inspectors who will report irregularities, have them corrected and issue addendums as approved. Work stoppages and go-aheads are the function of the owner's supervisor who is fully accountable for the success (or failure) of any component.

TENDER, AWARD

The acceptance of a tender bid and the completion of a contract with the construction firm to build or develop the facility, based on the advice of the architect or consultant. The lowest tendered price may or may not be accepted.

TENDER CALL

Once a project is approved by the planning committee, notices are sent out requesting bids on the project. Tender calls consist of specifications and sketches sent to qualified bidders asking for their cost estimate (bid) to carry out the work as indicated in the drawings and specifications. Conventional calls for tenders are advertised in local papers, local bid depositories or builder's exchange and the **Daily Commercial News,** a paper in Ontario announcing happenings in the construction field. Bidders wishing plans and specifications deposit a fixed sum for the use of these documents. They fill in the necessary bid forms with firm pricing and return them before the tender closing deadline.

TENDER, PRICE

The total amount of money that would be required to build or develop the facility by the contractor if the specifications are followed. It includes all services, materials and labour costs.

TENDER, REVIEW

An inspection of tenders to determine their adherence to the required specifications.

WORKING DRAWINGS

Detailed drawings of a project with all necessary approvals noted. They are accompanied by a specification sheet or book that gives all details of the structure, building or area to be constructed, from start to finish. Addenda are added and recorded on them. Sufficient copies are made for sub-trades, foremen, supervisors and the owner, who should get at least two sets. Working drawings cannot be used by other clients without payment in full to the architect or engineer who produced them.

Building or Facility Terms

ACCESSIBLE

This indicated the facility is free of barriers that would prohibit or limit movement of individuals who have some disability.

AIR SUPPORTED STRUCTURE

An encapsulated space filled with air to produce a bubble or dome. Such enclosures are lightweight and can be erected or taken down seasonally. There are three types -

- Air-filled tubular sections that can be assembled in a variety of configurations and covered by a membrane.
- A membrane held up by air blown in, continuously, at a pressure slightly above atmospheric pressure.
- Domes of lightweight support structures covered with a membrane for large sport areas and facilities.

ARENA

A building where a variety of activities may take place, such as skating, curling or horse shows. See also **ice surface.**

AQUARIUM

A building or structure that contains facilities, primarily, for the display of aquatic life for public viewing. It is often combined with a zoological garden.

ARCHERY RANGE

A specifically designated area that is naturally (or designed to be) safe. It is used for the purpose of using a bow and arrows.

ART GALLERY

A building that contains suitable facilities for the display and practice of the arts, such as painting and sculpture.

AUDITORIUM

An area within a building that contains a stage and fixed seating for programs, such as concerts, drama productions, lectures and public meetings. Other facilities provided should include dressing rooms, storage areas, set construction area, special lighting and audiovisual equipment.

BANDSHELL

A structure designed for outdoor concerts and stage presentations. It may include storage space as well as change rooms, rehearsal rooms and public washrooms. It may be portable for use at various sites.

BEACH HOUSE

A building located on or near a beach, providing space for change rooms, lockers, showers, washrooms and refreshment concessions. It may be publicly or privately operated.

BOAT LAUNCHING RAMP

A hard, non-skid slop enabling motor vehicles to back boat trailers into water of sufficient depth to launch a boat. If in a public park, it could include washroom facilities.

BOWLING ALLEY

A building containing a minimum of six lanes with gutters, pin setters and returns for five and ten pin bowling. It is usually operated commercially.

CENTRE, COMMUNITY

A multi-purpose building or a cluster of facilities, placed close together for convenience of administration and supervision. Facilities are provided for parking and to accommodate physical, social, cultural and educational activities. The centre may provide play areas for children when located in a community park.

CENTRE, CIVIC

A large complex of space and structures that may be operated commercially, even when publicly owned.

CENTRE, CULTURAL

A building designed and equipped to provide such facilities as an auditorium, art gallery, museum and library; also facilities for performing, visual and creative arts.

CENTRE, DAY CARE

A building or part of a building designed with nursery and play facilities, usually for children of working mothers. When run commercially, the standards for these centres are controlled by government regulation.

CENTRE, EDUCATION OR CONFERENCE

A building providing space and facilities for seminars, workshops or conferences that require a residential setting; best when in a rural setting.

CENTRE, INDOOR MULTI-PURPOSE

Part of a building, such as a church, school or community hall, which has the facilities needed to carry on a variety of indoor recreation activities.

CENTRE, NEIGHBOURHOOD

A building containing facilities for the use of neighbourhood groups, such as meeting rooms, storage space, craft areas, games rooms and washrooms.

CENTRE, PERFORMING ARTS

A self-contained building for producing and viewing operatic, orchestral, dramatic, dance or choral programs.

CENTRE, SENIOR CITIZENS' DAY

A building with a full-time professional staff with a continuous program of activities (including meals) for older people.

CENTRE, SENIOR CITIZENS' DROP IN

A building or part of a building operated for senior citizens, largely by the senior citizens themselves or with volunteer help. It is often located in the business or commercial section of the community.

CENTRE, YOUTH

A building containing facilities that provide a youth-centred social, physical, cultural and creative program.

COMFORT STATION

A building, usually located in a park, that provides toilets, washrooms and storage space.

CONCESSION

A building designed for the selling of refreshments or novelties or for checking and rental of equipment. It may be publicly or privately operated.

CONSERVATORY (GREENHOUSE)

A building with facilities for growing foliage and flowering plants under ideal conditions for public display.

CURLING RINK

A building which provides a minimum of four sheets of spray-flooded ice (pebbled) and the necessary refrigeration equipment to hold artificial ice throughout the season.

DRAG STRIP

A safe, hard-surfaced straightaway, that usually provides two lanes for car racing. It includes spectator facilities and a pit area.

FIELD HOUSE

A building located on or near an athletic field, designed to provide dressing rooms, showers, lockers and washrooms. It should include storage and workshop areas.

GYMNASIUM

A building or section of a building that provides facilities for indoor sports including washrooms, change rooms, showers, lockers and an office for the programmers. It should include equipment and maintenance storage areas.

ICE SURFACE, ARTIFICAL (ARENA)

A building that contains the refrigeration equipment to maintain ice throughout the season and a hard surface on which the ice is laid. It may or may not provide seats for spectators. It will include change rooms, washrooms, storage areas and provide perimeter boards for the ice surface.

LIBRARY

A building or section of a building containing books, films and other material for purposes of study or reference by the public. It may also include space for recreation or programs of education.

MAINTENANCE

The keeping of areas, buildings, equipment and supplies in accordance with established standards and existing needs for effective operation.

MARINA

A facility at water's edge for storage, launching and docking watercraft. It should provide washrooms, motor service, fuel, refreshments, supplies and a holding tank for the effluent from the sewage system of the craft.

MULTIPLE DWELLING RECREATION FACILITY

That part of an apartment complex designed for the use of tenants who wish to participate in recreation activities. It is provided by the developer but may be operated privately, publicly or by the tenants themselves.

MULTIPLE USE FACILITY

Areas and buildings that are designed and constructed to meet the space and facility requirements of several types of recreation activities. They are usually found in a community or regional park and provide gymnasiums, assembly rooms, craft areas and meeting rooms.

MUSEUM

A building or area containing facilities for the display of items such as artifacts and objects that have a historical, national or educational value. It may also include lecture hall, theatre or auditorium.

NURSERY SCHOOL

A building or part of a building that is professionally staffed for the care and education of pre-school children.

OPEN SHELTER

A structure providing a roof for protection from sun or inclement weather, but remaining open on one or more sides.

PARK PAVILION

A structure that may provide an open shelter as well as an enclosure or public hall for meetings. Washrooms and a refreshment concession may be included.

PARK SHELTER

A small building located within a park that provides washrooms, storage space, and an office for a playground supervisor.

PERMIT

A form issued by an authority to allow the use of an area or a building at a specified time for a specified purpose.

PICNIC SHELTER

Synonymous with **open shelter.**

PLAZA

Originally, an open square or market place in a town or city. Its common use now links it to shopping malls.

POOL

This may be defined as any man-made body of water. If swimming is provided for more than five families, then water circulation, space and supervision is rigidly controlled by the Ministry of Health.

POOL, CATCH

A small amount of water, no more than 1.2 metres in depth, that is located at the end of a flume, raft or slide ride. The pool must be wide enough to accommodate adults and shallow enough for the safety of all users. Often, the full length of the pool is stepped to allow rapid egress. While not designed for actual swimming, the water must be circulated, filtered and chemically treated as for bather use.

POOL, COMPETITIVE, LONG COURSE

This pool provides eight or more lanes with an unobstructed length of 50.0 metres and minimum depths as set out by the Canadian Amateur Swimming Association.

POOL, COMPETITIVE, SHORT COURSE

Five to eight competitive racing lanes of 25.0 metres length and depths not less than those recommended by the Canadian Amateur Swimming Association.

POOL, CONVERSATION

A small, stepped pool accommodating ten or more people seated in water that is close to but not above body temperature. It provides air entrained water jets and the water turnover time should be 20 to 30 minutes.

POOL, DIVING

A pool with movable fulcrum spring boards that are set horizontally at distances from the water surface of 1.0 metre and 3.0 metres; also provided is a platform that is 10.0 metres from the water surface. Training platform levels for diving are provided at 3.0, 5.0 and 7.5 metres. Depths, distances from side and end walls and the ceiling are critical dimensions. These should equal or be more than those stipulated by the Ontario Ministry of Health.

POOL, INDOOR

A public facility often built in conjunction with a community centre, rink complex or, preferably, school. Some recreationists feel it is not economical as a separate unit. It will provide dressing rooms, showers, storage space, office space for staff and washrooms.

POOL, INDOOR/OUTDOOR

A pool where one end, one side, or an end and a side may be opened in suitable weather for sunbathing on an adjoining patio. The open portion should face south or west.

POOL, NEIGHBOURHOOD (WALK TO)

A small pool with few added facilities, except washrooms and showers, and no diving area. Depth is minimal and the increase may run from side to side to provide a maximum teaching area. It may be built in conjunction with a supervised play area.

POOL, ORNAMENTAL (REFLECTING)

Symmetrical or asymmetrical in design and constructed for aesthetic purposes. It may be combined with ornamental fountains and landscaping.

POOL, OUTDOOR

A structure that may be above or below ground with no enclosure except for change rooms, office space, filters and washrooms. Such a facility has restricted use in Ontario (about nine weeks in the summer) unless the water is heated. The deck area should be equal to or larger than the water area to handle the maximum number of people. These may be built in conjunction with an arena to provide full time work for the staff.

POOL, PUBLIC

Any constructed body of water that is used by five or more families. Water balance (alkalinity), filter and disinfection rates are rigidly controlled by the Ontario Ministry of Health. Regulations under the Public Health Act control bather supervision by qualified attendants.

POOL, RECREATION

This pool may be called a "leisure" pool and is designed with space for teaching, water play, training and access ramps for the elderly and very young. The deck area is set out with tables and chairs. Food services are usually close by. Lighting is varied and most of the pool is under 1.8 metres in depth. Water slides, swing ropes, fountains and play apparatus may be provided. The turnover rate should be less than 4.5 hours.

POOL, SPRAY PAD

A dish shaped concrete or asphalt pad with a centre or side spray system where the water runs freely to waste. Water may be recycled if filtered and chemically treated at very high levels. It is seldom heated, except by solar radiation.

POOL, THERAPEUTIC

A water area in which the pool temperature can be varied quickly from 29 to 33 degrees C. Water depth can be increased or decreased easily. Ramps,overhead pulleys, and mechanical water agitators may be a feature of this type of facility.

POOL, TURNOVER RATE

The turnover rate refers to the water treatment system. A pool is said to have one turnover (T/O) when an amount of water equivalent to the volume of water in the pool passes through the treatment system. The filtered and treated water is added to the existing water in the pool continuously as a dilution process. The higher the turnover rate the clearer and cleaner the water.

POOL, WADING

A hard-surfaced structure of any shape that varies from 76 millimetres to .6 metres in depth, surrounded by a concrete apron to keep dirt out. The water is held for limited time periods and then dumped or recycled. A spray inlet may be used in conjunction with the wading pool. The overflow drains to a sewer or is chemically treated, filtered and recycled.

POOL, WAVE ACTION

Usually a fan-shaped pool with air-induced waves. It may be built in multiples of two concrete chambers giving rolling breakers at the transition point of up to 1.0 metres, crest to trough. The shallow area is zero depth and the deck slopes upward to contain the wave activity toward the 2.7 metre deep end. Wave activity can be programmed from eight to twelve minutes with calm periods from ten to fifteen minutes.

PUB (LOUNGE)

A neighbourhood facility with seating capacity for 100 or 200 adults, which provides music, table games, refreshments and snacks. It is a social meeting place for those who live in the neighbourhood.

RANGE

A safe, level area (either indoors or out) of varying dimensions to serve such potentially dangerous activities as rifle, pistol, skeet or trap shooting.

RECREATION STRUCTURE

A building specifically designed for some type of recreation activity.

ROLLER SKATING RINK

A building that provides a smooth, hard surfaced floor, change and washrooms. It is often combined with an arena skating surface.

SAUNA (STEAM ROOM)

A closed room within a building where heat is generated by some means and permeates in either a wet or dry condition. There are a number of tiers or levels for lying or sitting, each providing a higher temperature. It requires waterproof walls, ground-fault-protected lighting and thermal controls.

SERVICE BUILDING

A centre for maintenance work, providing workshop, storage for tools and equipment as well as storage for some types of program material.

SLEIGH AND TOBOGGAN SLOPE

A cleared, safe area containing a natural or artificial slope usually equipped with an artifical ramp.

SPA (HEALTH)

A series of interconnected areas such as sauna rooms, exercise-therapy room, lounge, pool, tennis and squash areas. If elaborate therapy equipment is to be used, the services of a doctor should be available. If commercial, it could be residential and part of a resort-vacation-conference centre.

SPORTS COMPLEX

A multiple use area of 12 to 20 hectares with playing fields for highly competitive sports. It is usually a drive-to facility with all ancillary buildings and equipment for team sport.

STADIUM

An open or enclosed structure, usually circular or oval, containing an area designed and equipped for individual and team sports. Contains extensive spectator seating, flood lights, dressing rooms, concessions and adjacent parking space. It is a highly specialized and, frequently, commercially developed facility.

Bibliography

This bibliography includes a selection of current references on the planning of community recreation facilities and services. Included are books, pamphlets and other publications that are practical and easily found. They are recommended for the recreationist who plans. The titles are grouped in six general categories as shown in the table of contents. All are available for purchase or can be borrowed from the source indicated. These resource locations are:

(1) Resource Centre

Library/Resource Centre
Ontario Ministry of Citizenship and Culture
9th floor, 77 Bloor Street West
Toronto, Ontario M7A 2R9
(416) 965-6763

(2) Ontario Government Bookstore

Bookstore, Main Floor
Ontario Ministry of Government Services
880 Bay Street
Toronto, Ontario M7A 1N8
(416) 965-6015

(3) Publications Services Section

Ontario Ministry of Government Services
5th floor, 880 Bay Street
Toronto, Ontario M7A 1N8
(416) 965-3769

(4) Community Planning & Facilities

Ontario Ministry of Tourism and Recreation
8th floor, 77 Bloor Street West
Toronto, Ontario M7A 2R9
(416)965-2625

Should you experience difficulty obtaining any of these references, please contact your Ministry field office. You will find a list of these on the back cover.

Recreation Planning

A Decade of Difficult Tasks: Municipal Recreation in the '80s.

Goodale, T.
Toronto: Ontario Ministry of Culture and Recreation, Sports and Recreation Branch, 1980. 56 p.

A study which examines the future of recreation in Ontario by presenting the findings of a survey of municipal recreationists and case studies of two communities. It takes a look at the tasks facing recreationists in the future.

(Available through (1) Resource Centre; (2) Ontario Government Bookstore; (3) Publications Services Section).

By Opportunity of Leisure

Woodburn, B., ed.
Toronto: Ontario Ministry of Culture and Recreation, The Leisure Education Program, 1980. Portfolio (3 booklets).

A resource package for community service professionals which provides ideas on leisure education and leisure lifestyles. Presents ideas that recreation planners should be aware of in developing their overall picture of a community's recreation services.

(Available through (1) Resource Centre; (2) Ontario Government Bookstore; (3) Publications Services Section).

The Elora Prescription: a Future for Recreation

Balmer, K.
Toronto: Ontario Ministry of Culture and Recreation, Sports and Fitness Branch, 1979. 27 p.

A report based on the proceedings of a three-day futures retreat involving practitioners throughout Ontario. Looks at recreation ideas as they relate to future societal trends, and presents a scenario for the future of recreation in Canada.

(Available through (1) Resource Centre; (2) Ontario Government Bookstore; (3) Publications Services Section).

Futuristic Thinking

Toronto: Ontario Ministry of Community and Social Services, Sports and Recreation Branch, Task Force on Shared Decision Making, 1974. Folder (2 booklets plus loose leaves).

A resource kit offering materials, methods and guidelines for stimulating creativity in problem solving. The kit encourages the further exchange of ideas and practices among recreationists in order to improve the planning and delivery of services.

(Available through (1) Resource Centre).

Leisure: Making Man's Environment

Burton, T. L.
Toronto: Van Nostrand Reinhold, 1976. 93 p.

This book is an introduction to the growth of leisure opportunities in Canada and to the problems of planning for leisure. It stresses the important role that the professional planner plays and some of the limitations of planning.

(Available through (1) Resource Centre).

Municipal Recreation Bulletins

Toronto: Ontario Ministry of Tourism and Recreation, Recreation Branch, 1982. 19 bulletins in folder.

A series of information bulletins outlining the key comcepts and areas of concern in municipal recreation. Examples are: "No. 1: Recreation and Leisure," "No. 4: The Recreation Delivery System," and "No. 11: Community Planning for Recreation".

(Available through (2) Ontario Government Bookstore; (3) Publications Services Section).

Comprehensive Recreation Planning

An Approach to Recreation Master Planning

Barton, C. and Malcolm, R.
Victoria, B.C.: British Columbia. Ministry of Recreation and Conservation, Recreation and Fitness Branch, 1978. 20 p.

This handbook describes the recreation master plan and the benefits of preparing such a plan. It outlines the major steps involved in plan preparation and how these can be achieved.

(Available through (4) Community Planning and Facilities).

The Application of Recreation - Experience Components Concept for Comprehensive Recreation Planning

Christiansen, M.
Pennsylvania: Commonwealth of Pennsylvania, Department of Community Affairs, Bureau of Recreation and Conservation, 1974. 134 p.

An alternative approach to the blanket application of traditional areas and facility standards. The booklet proposes a "components concept" for the study and evaluation of community recreation and park provisions.

(Available through (1) Resource Centre).

Culture and Recreation Master Planning

Toronto: Ontario Ministry of Culture and Recreation, Planning and Technical Services Section, 1979. 20 p.

A resource for communities wishing to engage in a planning study, the handbook identifies the rationale for planning to provide recreation opportunities and discusses the key components of the planning process.

(Available through (1) Resource Centre).

Enjoying Research: a "How to" Manual on Needs Assessment

Abbey-Livingston, D. and Abbey, D.S.
Toronto: Ontario Ministry of Tourism and Recreation, Recreation Branch, 1982. 240 p.

(Available through (1) Resource Centre; (2) Ontario Government Bookstore; (3) Publications Services Section).

Feasibility Studies for Community Facilities

Toronto: Ontario Ministry of Citizenship and Culture, 1982. 29 p.

The feasibility study examines the advisability of developing a specific facility based on community need and affordability. Useful to recreation committees or boards, the booklet explains what a feasibility study can accomplish and how to go about doing one.

(Available through (1) Resource Centre; (2) Ontario Government Bookstore; (3) Publications Services Section).

Future Stock: A Guide to Recreation Planning in Small Communities

Macdonald, D. G., ed.
Toronto: Ontario Ministry of Tourism and Recreation, Recreation Branch, 1982. 53 p.

A resource manual for consultants working with small communities. Provides a simplified introduction to recreation planning and emphasizes the importance of starting off on the right foot.

(Available through (1) Resource Centre; (2) Ontario Government Bookstore; (3) Publications Services Section).

Goals That Count

Gold, Seymour M.
Parks and Recreation (January 1974): 38 p.

Despite the common use of goals, objectives, policies and stanndards, these terms are seldom defined or related in a clear fashion. The article suggests that any realistic attempt to formulate goals and objectives is often omitted from planning efforts.

(Available through (1) Resource Centre).

Guidelines for Developing Public Recreation Facility Standards

Toronto: Ontario Ministry of Culture and Recreation, Sports and Fitness Division, 1976. 114 p.

A working tool to help recreation authorities with the task of setting standards and, more importantly, developing a planning process for the provision of public recreation services. A guide to plan new facilities, review past efforts, and to evaluate current practices.

(Available through (1) Resource Centre; (3) Publications Services Section).

Guidelines for Urban Open Space Planning

Burton, T. L., Ellis, J. B. and Homenuck, H. P.
Vanier, Ont.: Canadian Parks and Recreation Association, 1977. 105 p.

Based on the findings of the "Urban Open Space Study", this research report looks at the major implications for urban open space planning, and attempts to develop a set of guidelines for planning for general municipal use.

(Available through (1) Resource Centre).

How and Why Plans Fail

Balmer, K.
Paper presented at the central west regional staff training meeting, Ontario Ministry of Culture and Recreation, Elora, September 1978. 19 p.

A paper addressing specific issues related to inadequate planning methods, and suggested alternatives which may help to improve the planning process.

(Available through (1) Resource Centre).

Leisure Resources: Its Comprehensive Planning

Bannon, J. J.
Englewood Cliffs, J.J.: Prentice-Hall, 1976. 454 p.

Aimed at community leaders and planners, this textbook suggests a conceptual model to be used for the planning of leisure services. While stressing the need for a comprehensive approach, the book also points out some of its limitations.

(Available through (1) Resource Centre).

A Path to Community: A Recreationist's Guide to Community Research

Tisdall, B.
Toronto: Ontario Ministry of Culture and Recreation, Sports and Recreation Bureau, Task Force on Shared Decision-Making, 1973. 25 p.

A basic handbook on research and survey methods for the use of recreationists. Suggests methods that emphasize a style of recreation planning that closely adheres to the community's expressed needs.

(Available through (1) Resource Centre; (2) Ontario Government Bookstore; (3) Publications Services Section).

Planning for Urban Recreational Open Space: Towards Community-Specific Standards

Wright, J.R., Braithwaite, W.M. and Foster, R.R.
Toronto: Ontario Ministry of Housing, Local Planning Policy Branch, 1976. 143 p.

Intended primarily for planners and recreationists, this pilot research project was undertaken as an initial step towards developing a more systematic and comprehensive approach to the provision of recreational open space. An approach which is goal-oriented and supportive of citizen participation.

(Available through (1) Resource Centre; (2) Ontario Government Bookstore; (3) Publications Services Section).

Preparing Terms Of Reference for Your Feasibility Study

Toronto: Ontario Ministry of Citizenship and Culture, Grants Administration Branch, Planning and Technical Services, 1982. Bulletin, 5 p.

A planning and technical bulletin that offers a brief guide to the writing of an effective terms of reference. It suggests a checklist of items which should be addressed in the terms of reference.

(Available through (4) Community Planning and Facilities).

A Proposed Method for Culture and Recreation Needs and Financial Feasibility Assessment

Reid, D. G.
Paper presented at the 1984 Symposium on Recreation and Leisure Research, Ontario Recreation Society annual conference, Toronto, January, 1984. 16 p.

The paper presents ideas regarding the problem of determining the community need for a project and the financial feasibility of providing the service. It offers a method for deducing community need and affordability, and describes how this framework fits into the planning process.

(Available through (4) Community Planning and Facilities).

Recreation Planning and Design

Gold, S. M.
New York: McGraw-Hill Book Company, 1980. 322 p.

Discusses the process and products of urban recreation planning. Objective is to improve planning through better methods of problem solving so that the needs of today's urban communities can be met.

(Available through (1) Resource Centre).

Yes, You Can! Master Plan

Edmonton, Alta.: Alberta Recreation and Parks, Recreation Development Division, 1983 (revised). 3 v.

A three volume series designed to help one create a community recreation plan. Volume 1 (guidelines: step by step) introduces the planning process and discusses what the plan should include and the format it may take. Volume 2 (planning techniques) provides a more detailed description on how to collect, evaluate and interpret information. Volume 3 (community participation: a guide to participative action) points out the importance of citizen participation and ways to encourage it.

(Available through (1) Resource Centre).

Citizen Participation

A Citizen's Guide to Local Government in Ontario

Toronto: Ontario Ministry of Culture and Recreation, Multicultural Development Branch, 1976. 46 p.

The booklet attempts to guide citizens in understanding how they are governed, how they may contribute to local decision making, and how they may assist in improving the delivery of local government services.

(Available through (1) Resource Centre).

A Citizen's Guide to Participating in the Planning of Free-Time Facilities

Toronto: Places for People Group, 1973. 18 p.

This handbook provides an overview of public participation in the planning of recreation facilities. The analysis includes a description of the steps in the planning process and ways in which citizens can play an effective part.

(Available through (1) Resource Centre).

Citizen Participation in the Preparation of Municipal Plans

Bousfield (John) Associates
Toronto: Ontario Ministry of Housing, Planning Act Review Committee, 1977. 49 p.

Primarily for planners and politicians, this report examines the objectives and methods of citizen participation in planning. It looks at the influence of a citizen's program, its benefits and problems, and improvements that could lead to better input from the public.

(Available through (1) Resource Centre; (2) Ontario Government Bookstore; (3) Publications Services Section).

Community Volunteers

Management Skills

Toronto: Ontario Ministry of Community and Social Services, Sports and Recreation Branch, Task Force on Shared Decision Making, 1974. 2 v.

A two volume set, these booklets suggest tips for improving management skills through the use of a participative or shared decision making process. Primarily for organizations or groups, the booklets look at various areas of concern: open communication, consensus, resolving conflict and goal setting.

(Available through (1) Resource Centre).

Now that You are a Recreation Board Member

Edmonton, Alta: Alberta Recreation Parks and Wild Life, Recreation Development Division, Community Recreation Services Branch, 1976. 44 p.

Concentrating on the role that board members have in the development and delivery of leisure services, the manual provides an introduction to the responsibilities of board members and offers a guide to helping members render their services more effectively.

(Available through (1) Resource Centre).

Volunteers in Your Organization

Toronto: Ontario Ministry of Culture and Recreation, Citizenship Division, 1980. 59 p.

A workbook which outlines how future trends in society will affect volunteers and the organizations who work with them. The use of volunteers has been, and will likely continue to be, an important element of a community's recreation delivery system.

(Available through (1) Resource Centre; (2) Ontario Government Bookstore; (3) Publication Services Section).

Community Awareness

Toronto: Ontario Ministry of Community and Social Services, Sports and Recreation Branch, Task Force on Shared Decision Making, 1973. Folder (2 booklets plus loose leaves).

A resource kit (with information and case studies) designed to assist municipal recreation personnel in their understanding of their community. It tries to stimulate and encourage shared decision making among planners and the citizens they serve.

(Available through (1) Resource Centre).

You And Your Local Government

Tindal, C. R.
Toronto: Ontario Municipal Management Development Board, 1982. 143 p.

A source of basic information on the subject of local government in Ontario. The handbook is concerned with educating the reader about the nature and importance of local government, and the value of greater public participation in its operations.

(Available through (1) Resource Centre).

Working Together: a Manual about Co-Operating

Cheng, V. S., and Rutkis, S. A.
Toronto: Ontario Ministry of Tourism and Recreation, Recreation Branch, 1983. 44 p.

To encourage co-operation between community agencies. It looks at many aspects of co-operation, the costs and benefits, and things to keep in mind when planning a co-operative venture.

(Available through (2) Ontario Government Bookstore; (3) Publications Services Section).

Working with Volunteer Boards: a Facilitator's Handbook

Abbey-Livingston, D. and Wiele, B.
Toronto: Ontario Ministry of Citizenship and Culture, 1983. 119 p.

Volunteer boards and committees are important in the long-range planning of community recreation. The handbook is written with the hope that it can improve the productivity of volunteer associations and suggests techniques to bring this improvement about.

(Available through (1) Resource Centre; (2) Ontario Government Bookstore; (3) Publications Services Section).

Planning For Special Groups

Assessing Recreation Services for Older Adults in Small Communities

Schiff, M.
Toronto: Ontario Ministry of Culture and Recreation; Ontario Municipal Recreation Association, 1980. 34 p.

Designed to help municipal recreation personnel in small communities to assess how well they are meeting the needs of older adults in the planning of recreation opportunities.

(Available through (1) Resource Centre; (2) Ontario Government Bookstore; (3) Publication Services Section).

Becoming Aware: A Handbook for Leaders Working with Disabled Children

Willard, D.
Toronto: Ontario Ministry of Culture and Recreation, Special Services Branch, 1978. 95 p.

The purpose of this handbook is to create in recreation planners an awareness of the disabled child - his condition, limitations and problems - and ways to provide an accessible recreation environment.

(Available through (1) Resource Centre; (2) Ontario Government Bookstore; (3) Publication Services Section).

Community Recreation for Disabled People

Witt, P. A.
Toronto: Ontario Ministry of Culture and Recreation, Sports and Fitness Division, 1976. 34 p.

The report answers some of the basic questions that professionals feel must be answered before a community begins to offer services for the disabled. Pertinent to communities small and large, the booklet considers basic principles around which recreation services for special groups can be organized.

(Available through (1) Resource Centre).

Getting It Built - Accessible: A Guide to the Planning and Design of Recreation Facilities

Vanier City, Ont.: Canadian Parks and Recreation Association, 1983. 58 p.

Reflects an increasing awareness of the needs of disabled persons and the barriers that prevent them from participating in recreation activities. Emphasis is placed on creating an attitude of accessibility in the planning and design of recreation opportunities.

(Available through Canadian Parks and Recreation Association, 333River Road, Vanier, Ontario K1L 8B9.)

Recreation For Older Adults: A Program Manual

Heywood, L. A.
Toronto, Ontario Ministry of Culture and Recreation, Special Services Branch, 1979. 75 p.

Today's recreation planning is moving away from the traditional empahsis on facility development and towards an approach that focuses on the needs of all the community members. This manual is helpful in understanding the role that recreation and leisure can play in the older person's life.

(Available through (1) Resource Centre; (2) Ontario Government Bookstore; (3) Publication Services Section).

Planning and Management

Administration of Recreation, Parks and Leisure Services

Rodney, L. S. and Toalson, R. F.
Toronto: John Wiley and Sons, 1981. 486 p.

Seeks to improve the implementation of recreation plans through its discussion of the general field of recreation and parks administration. Of use to recreation staff and board members, the text deals with administrative relationships, leadership, and theory and practices that provide the framework for recreation service delivery.

(Available through (1) Resource Centre).

Canadian Recreation Development: Proceedings of the Symposium on the Canadian Recreation Delivery System

Goodale, T. and Westland, C., ed.
Vanier City, Ont.: Canadian Parks and Recreation Association, 1977. 150 p.

A collection of papers presented at a symposium designed to point out and analyze problems surrounding the Canadian recreation delivery system. Various consultants, academics and recreation administrators commented on issues of a social, economic and physical nature.

(Available through (1) Resource Centre).

Consultants for Planning and Facilities: A List of Cultural and Recreational Projects by Ontario Planners, Architects, Engineers And Landscape Architects

Toronto: Ontario Ministry of Culture and Recreation, Planning and Technical Services Section, Capital Support Unit, 1980. 25 p.

Resource booklet offers community recreation planners a collection of projects which show how professional consultants can be involved in cultural and recreational planning. Includes a helpful guide, "How to Select a Consultant".

(Available through (1) Resource Centre; (3) Publications Services Section).

Cost Control for Capital Projects Part 1: Feasibility Study to Tendering

Toronto: Ontario Ministry of Culture and Recreation, Planning and Technical Services Section, Capital Support Unit, 1981. 26 p.

Discusses cost control, how cost control can be implemented, and who is best qualified to be responsible for cost control. The booklet is helpful to recreation directors and board members who must be more conscious of the increasing costs of building projects.

(Available through (2) Ontario Government Bookstore; (3) Publications Services Section).

Cost Revenue Squeeze: Managing Recreation Services to Increase Revenues and Decrease Expenditures

Toronto: Ontario Ministry of Tourism and Recreation, Recreation Branch, 1983. 32 p.

As a response to increasing costs and financial constraints, this handbook offers managers of municipal recreation services an assortment of helpful strategies for dealing with today's cost pressures.

(Available through (1) Ontario Government Bookstore; (3) Publications Services Section).

Getting More for Consulting Dollars: A Guide for Municipalities in Ontario

Toronto: Ontario Ministry of Treasury, Economics and Intergovernmental Affairs, Advisory Services Branch, 1977. 47 p.

A guidebook for local authorities that wish to use consultants. The publication provides an introduction to procedures and practices that have worked in the past and indicates various elements to consider at each step in the process of hiring an outside consultant.

(Available through (2) Ontario Government Bookstore; (3) Publications Services Section).

How to Select a Planning Consultant

Toronto: Ontario Ministry of Citizenship and Culture, Grants Administration Branch, Planning and Technical Services, 1982. Bulletin, 8 p.

This planning and technical bulletin briefly reviews the techniques for selecting an outside consultant. It is a flexible guide designed to suit the needs of most communities.

(Available through (4) Community Planning and Facilities).

Management Strategies in Financing Parks and Recreation

Deppe, T. R.
Toronto: John Wiley and Sons, 1983. 166 p.

Of use to recreation administrators, professionals and academics, this textbook discusses the social, economic and political climate in which public leisure agencies must operate. Emphasis is placed on the need for improved financing and budgeting techniques.

(Available through (1) Resource Centre).

Managing Municipal Leisure Service

Lutzin, S. G.
Washington, D.C.: International City Management Association, 1980. 276 p.

Primarily of use to recreation directors and administrators, this textbook examines the basic principles upon which the management of leisure services can be practiced effectively. Focussing on the changing role of the recreation manager, the text suggests innovative approaches to administrative and fiscal management.

(Available through (1) Resource Centre).

Operating Costs 1980: Arenas, Outdoor Pools, Indoor Pools, and Community Halls

Toronto: Ontario Ministry of Tourism and Recreation, Recreation Branch, 1982 (Reprint). 25 p.

The estimates of annual operating costs are needed to establish the feasibility of a new recreation facility. This survey of operating costs of three popular facility types, provides a useful tool for predicting the expenses of a proposed facility.

(Available through (2) Ontario Government Bookstore; (3) Publications Services Section).

Professional Development Planning for Leisure Services Practitioners: A Handbook

Toronto: Ontario Ministry of Culture and Recreation, Sports and Fitness Branch, 1979 (revised). 83 p.

No amount of planning will improve the delivery of leisure services if the personnel cannot adjust or make the necessary changes. This handbook is designed to assist parks and recreation practitioners to establish personalized, tailored plans to guide them in their professional growth.

(Available through (1) Resource Centre).

Program Budgeting for Urban Recreation

Kavanagh, J. M., Marcus, M. J. and Gay, R. M. New York: Praeger Publishers, 1973. 107 p.

This book brings the tools of program budgeting (e.g. benefit-cost analysis) to the area of urban recreation. Theories are discussed and applied to specific allocation problems which recreation decision makers often face.

(Available through (1) Resource Centre).

Reserve Funds: Financial Tools for the Repair and Rehabilitation of Public Recreation Facilities

Toronto: Ontario Ministry of Tourism and Recreation, Recreation Branch, 1984. 24 p.

Municipal authorities are becoming concerned about the future cost of recreation service and program delivery. The booklet is an introduction to the use of reserve funds - a financial management tool that provides a means through which a community can set aside money for major repairs or replacement of existing facilities and equipment.

(Available through (2) Ontario Government Bookstore; (3) Publications Services Section).

The Recreation and Leisure Service Delivery System

Edginton, C. R. and Griffith, C. A.
New York: Sanders College Publishing, 1983. 284 p.

Of use to the practitioner, educator or student, this textbook discusses contemporary strategies for the delivery of recreation and leisure services. An attempt is made to incorporate processes commonly found in business and industry.

(Available through (1) Resource Centre).

Survey of Recreation Problems: A Manual of Municipal Recreation Problems in Canada

Minshall, L.
Ottawa: University of Ottawa, Recreology Department, 1980.
66 p.

A survey research report which examines the problems confronting municipal recreation administrators and planners in Canada. It identifies and categorizes the most distressing situations and offers suggestions for resolving some of these problems.

(Available through L. Minshall and Company, Box 208,
Lakefield, Ontario K0L 2H0).

MINISTRY OF TOURISM AND RECREATION
RECREATION FIELD OFFICES

Southwestern Region

London
255 Dufferin Ave.
Ste. 601
London, Ontario
N6A 5K6
(519)679-7156
1-800-265-4730

Windsor
250 Windsor Avenue
6th Floor
Windsor, Ontario
N9A 5V9
(519)256-4919
1-800-265-1330

Kitchener
30 Duke St. W.
4th Floor
Kitchener, Ontario
N2H 3W5
(519)578-3600
1-800-265-6361

Hanover
427 10th Street
2nd Floor
Hanover, Ontario
N4N 1P8
(519)364-1626
1-800-265-3060

Central Region

Toronto
700 Bay Street
8th Floor
Toronto, Ontario
M5G 1Z6
(416)965-0286
Zenith 81610

St. Catharines
71 King Street
Ste. 301
St. Catharines, Ont.
L2R 3H7
(416)688-6472
Zenith 81610

Barrie
114 Worsley Street
Barrie, Ontario
L4M 1M1
(705)737-3301
1-800-461-4499

Hamilton
119 King Street
Hamilton, Ontario
L8N 3Z9
(416)521-7244
Zenith 81610

Eastern Region

Ottawa
10 Rideau St.
4th Floor
Ottawa, Ontario
K1N 9J1
(613)566-3721
1-800-267-9340

Kingston
1055 Princess Street
Ste. 304
Kingston, Ontario
K7L 5T3
(613)547-2235
1-800-267-0225

Peterborough
305 Stewart Street
Peterborough, Ont.
K9J 3N2
(705)748-3711
1-800-461-7629

Brockville
2211 Parkedale Ave.
Brockville, Ontario
K6V 6B2
(613)342-5522
Zenith 81610

Northeast Region

Sudbury
199 Larch Street
4th Floor
Sudbury, Ontario
P3E 5P9
(705)675-4330
1-800-461-4004

North Bay
147 McIntyre Street
West
2nd Floor
North Bay, Ontario
P1B 2Y5
(705)474-4280
1-800-461-1569

Sault Ste. Marie
390 Bay Street
3rd Floor
Sault Ste. Marie, Ont.
P6A 1X2
(705)942-3751
1-800-461-2409

Timmins
22 Wilcox Street
2nd Floor
Timmins, Ontario
P4N 3K6
(705)267-7117
Zenith 81610

Northwest Region

Thunder Bay
1825 E. Arthur Street
1st Floor
Thunder Bay, Ontario
P7E 5N7
(807)475-1255
1-800-465-6939

Dryden
479 Government Rd. Dr.
P.O. Box 3000
Dryden, Ontario
P8N 3B3
(807)223-2271
1-800-268-3735

Fort Francis
616 Mowat Avenue
Fort Francis, Ontario
P9A 3N1
(807)274-3259
Zenith 25930

Toronto Program Branches

Recreation Branch
77 Bloor Street W.
Toronto, Ontario
M7A 2R9
(416)965-5665

Sports & Fitness Branch

77 Bloor Street W.
Toronto, Ontario
M7A 2R9
(416)965-4591